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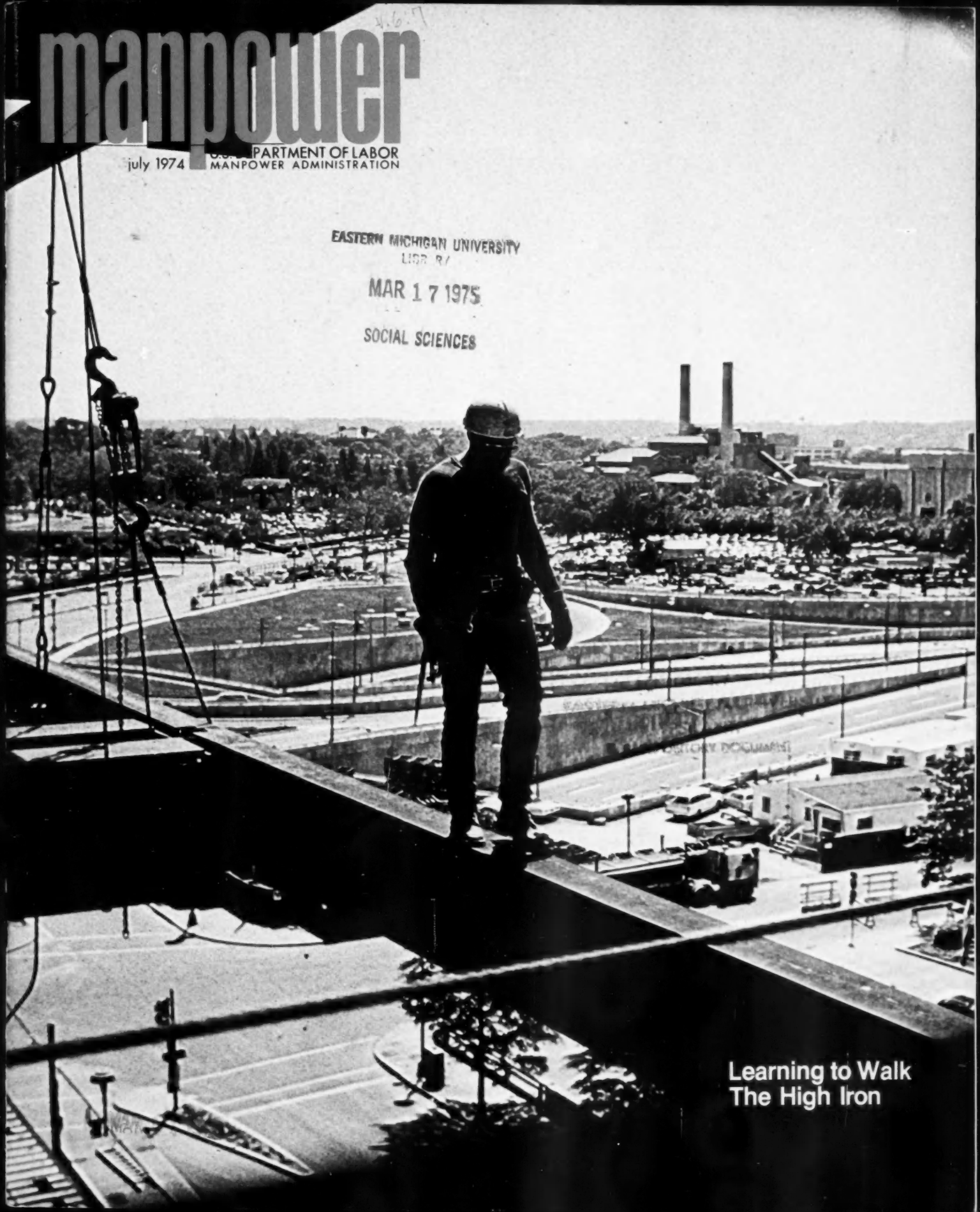

Learning to Walk The High Iron

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volume 6 number 7
U.S. DEPARTMENT OF LABOR
MANPOWER ADMINISTRATION

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COVER: Trainee Harold L. Bean of Ironworkers Local 5, Washington, D.C., walks a girder nine flights up. U.S. Department of Labor photograph by Harrison Allen.

Peter J. Brennan
Secretary of Labor

William H. Kolberg
Assistant Secretary for Manpower

Ellis Rottman, *editor*
Patricia Marshall, *associate editor*
Timothy Larkin, *contributing editor*
Richard Mathews, *art director*
Ann Meekins, *associate art director*

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MAR 1 1 1975

Learning to Walk the High Iron

by Emil Michael Aun

Minorities Too Old for Apprenticeship Get Chance to Become Journeymen

Ironworker Rodolfo Cevallos stepped nimbly out on a steel girder 90 feet above the ground. His task was to "join a corner" on the $100 million United Services Auto Association building under construction in San Antonio. One slip meant death but he leaned into the wind, reached a girder 50 feet away, and welded it into place. Then the 54-year-old journeyman calmly walked back to safety.

Working unprotected at such a height would paralyze the average man, but Cevallos shrugs it off. When he first entered the trade "I was a little nervous but I got used to it pretty quick," he said, in a soft Mexican American accent. Nor does age bother him. "I can do quite a bit of work, more than these young ones. That's the reason I don't have trouble keeping jobs."

Life is a daily gamble for Cevallos. And he is symbolic of the results of a big gamble taken 4 years ago by the Manpower Administration, the ironworkers' union (the International Association of Bridge, Structural and Ornamental Iron Workers), and four national employer associations.

Michael Aun is the former associate editor of MANPOWER.

In recent years the primary route of entry into the ironworking trade has been via apprenticeship. To become a journeyman, an apprentice usually must have a high school diploma and is given 3 years of on-the-job and related training. Recruitment is restricted to those 18 to 30 years old.

The union, the employers, and the Manpower Administration gambled back in 1970 that older men without high school educations could go through similar training with a bit of extra help. The result was creation of the National Ironworkers and Employers Training Program, jointly funded by the union and the Manpower Administration. The basic aim was to get more minorities into the trade. The proportion of minorities among ironworker apprentices has been increasing, rising from 7 percent in 1969 to more than 15 percent in 1973. But, says Guilford D. White, one of the training project directors, the union wanted "a program for people who for some reason—sometimes because of discrimination subtle or open—were denied a chance to enter the trade before they were too old for apprenticeship."

The program now is operating in 70 union locals and has resulted in recruitment of nearly 3,200 minorities—about 70 percent of them black—and the creation of more than 300 journeymen. Federal investment has been $4.5 million, which is used to help pay the cost of administering the program and providing off-the-job training. No Federal funds go toward trainee wages.

A national administrative committee of four union officials, four employers, and two nonvoting Manpower Administration executives sets policy for the program. The day-to-day work is carried out by a national staff headquartered in Arlington, Va., and headed by a project administrator, Joe F. Rowles, and two directors, White and Frederick Herzog. All three are journeyman ironworkers and White and Rowles are Indians.

The national guidelines for the program are simple and leave room for local flexibility. Candidates must be minorities past apprenticeship age; the only educational requirement is that they be able to read and understand both written and verbal instructions. They must have some aptitude for using tools and power equipment and be physically fit. Those accepted for

the program must be given on-the-job and related shop and classroom training, guidance, counseling, and followup until they qualify as journeymen. Usually this requires 3 years of on-the-job training plus 144 hours a year of related shop and classroom study. To become journeymen, trainees must pass the same tests their union locals require of apprentices.

Realistically, not many people can duplicate what Cevallos did—entering the program at age 52 and completing the course and getting his journeyman's book in 2 years. For years he was a self-employed welder earning $3 to $4 an hour and he already had a good deal of construction experience, so he began his training earning full journeyman's pay. Most recruits are in their 30's and are guaranteed starting pay of 60 to 75 percent of journeyman's scale, which runs $6 to $10 an hour plus fringe benefits, depending on location.

Full Course Called 'Fair'

The San Antonio project is fairly typical of all cities, except that 34 of the current 42 trainees are Mexican American and the rest are black, reflecting the area's population, which is 45 percent Mexican American and 8 percent black. Blacks predominate in most other project cities.

Dan Morin, a 30-year-old Mexican American journeyman ironworker, is director of the project in San Antonio. He took over in May 1971 when the project was several months old and had only eight enrollees. Despite his eagerness to turn out graduates, Morin believes trainees are best served by taking the full 3-year course.

"That's fair to everyone, and really you need 3 years to train all-around journeymen," he said. "There's no way of shortcutting it."

Rodolfo Cevallos entered the training project at age 52, qualified as a journeyman in 2 years, and now works regularly on high rise construction jobs such as the United Services Automobile Association building.

Ironwork is a trade built on brains and knowledge as well as nerve and muscle, he said. The job requires putting in place steel girders for new buildings many stories above the ground, setting reinforcing rods properly for concrete, and doing ornamental work. Ironworkers must master a variety of power tools, be able to weld and do heavy lifting, and know basic math, mechanics, and blueprint reading. Because they put up the skeleton of a new building, they often are exposed to the wind, sun, and cold. "It's a hard, dirty, dangerous job, and we want our men to know what they're doing, and be able to get the work done safely and right, just like any other journeymen," Morin said.

Like all local directors, Morin is responsible not only to the national program staff but also must report to a local administrative committee composed equally of management and labor representatives, and a nonvoting Department of Labor representative. The local committee named Morin to the post after two previous directors—both nonminorities—were appointed to local union offices. He was selected, despite his youth and his lack of experience as a trainer, because he had been in the trade since he was 16, was a journeyman at 18, and had a good reputation among both union members and contractors. And although the point wasn't raised, his Mexican American heritage was bound to have been a factor.

Today Morin has a full-time secretary and is assisted by three part-time instructors, all journeymen ironworkers, two of whom speak Spanish. In the early days, however, Morin had to do all the recruiting and related training alone and help the union find jobs for his men. He sought help in recruiting from the employment service and Spanish groups. He also toured construction sites, talking to laborers and asking journeymen for referrals. Progress was slow and he was so anxious to get things moving that on one occasion he recruited two Mexican American bakery workers. Gradually, word got around that despite resistance to minorities by some members, the union was committed to the project, and Morin could be trusted to deliver.

Morin now has a steady supply of applicants who simply walk in the door. He tries never to eliminate anyone out of hand, but often must turn

Dan Morin's duties as San Antonio project director range from helping a new applicant complete the necessary paperwork to walking the high iron atop the United Services Automobile Association building to talk to one of his former trainees.

down men for lack of openings. A man able to read and write and to fill out the application with no assistance is considered potentially good enough to learn the trade. "But I'm starting to favor people with at least a 10th grade education," Morin said. "It makes it easier for them and for us and for the other trainees. Otherwise you slow the class down too much."

The final decision on which applicants to accept is up to the full committee, but as a practical matter heavy reliance is placed on the judgment of Morin and the local union's business manager and business agent. Many men eliminate themselves, either through fear of heights or aversion to hard work—"two damned good reasons," said Morin. "Starting in this kind of trade past age 30 is pretty hard."

The union helps Morin develop openings with local contractors, and since craft unions traditionally do all job referrals, the local places all trainees. Morin periodically checks his men at work and talks with their supervisors to see how they are doing.

Trainees used to start at 55 to 100 percent of journeyman pay, depending on their stated qualifications, and as verified by a 30-day trial period. Now they all start at 70 percent with a 5 percent increase every 6 months. Journeyman scale in San Antonio is $6.65 an hour, plus fringes.

New recruits are immediately enrolled in shop and academic classes related to their work and held at a new facility at union headquarters. They are required to attend 4 hours of classes 36 weeks a year, excluding summer, and missed classes must be made up. Special training manuals have been developed by the national project staff for classroom work. Shop sessions occasionally are turned over to manufacturers' representatives who teach the use of the latest power tools and other equipment used by ironworkers. Short exams usually follow these classes and trainees who pass are given cards certifying them as qualified to operate the equipment.

Shop training stresses safety as it relates to heavy lifting, to walking the high iron, and to using tools—particularly those tools that employ gunpowder to drive studs into steel or concrete. The importance of safety was underlined in March when Morin had five men, nearly one-eighth of his class, on the injured list. One man, only 34 years old, quit the trade after two operations for a strained back.

Trainees are dropped by the project primarily for persistent absence or tardiness in class or on the job. The termination rate is moderate—about one-third (the average for the program nationwide). Virtually all dropouts take place in the first year.

The healthy boost in income realized by most trainees helps explain their staying power despite the danger and hard work. Miguel Hernandez, 35, and the father of four children, was a welder for a tobacco company before enrolling last December. A seventh grade dropout, he was earning $2.86 an hour; he now earns $4.99. "I was way behind on my house payments," he said. "Now I'm level."

Examining Board

Trainee Joseph Sannicola, 33, a ninth-grade dropout with a wife and child, worked for 16 years in a San Antonio furniture factory. He was taking home less than $100 a week when a fire put the plant out of business. He had to wait 6 months to get into the project but now clears $171 a week.

"We're buying all new furniture, paying cash as we go," he said. "A year ago I didn't have a car to my name. Now I got a station wagon for my wife and a car and a motorcycle for me. And we got a little put aside for a rainy day. In the next couple of years, we're planning on buying our own house. It's great what a little extra money will do."

When trainees like Sannicola finish

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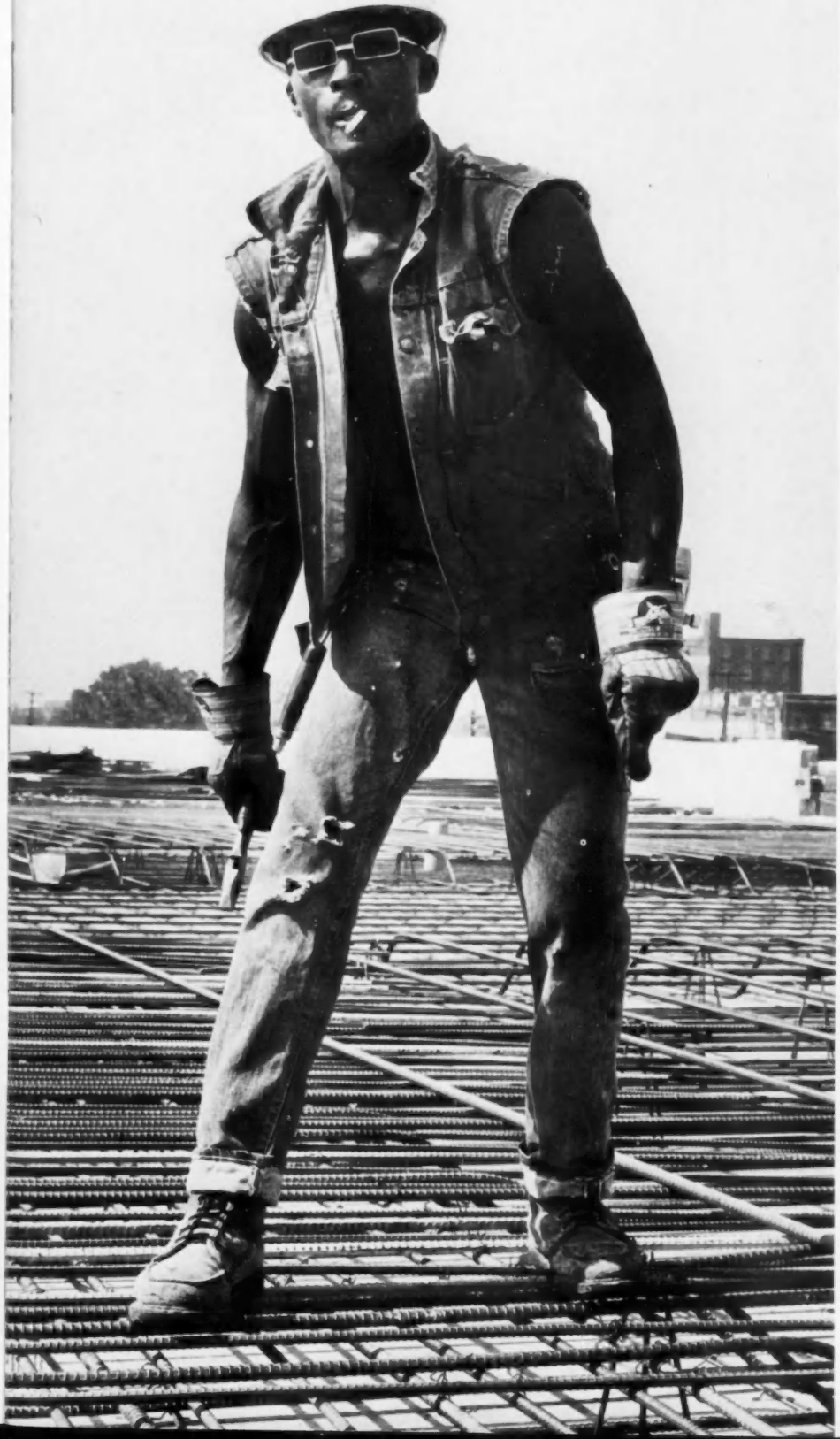
their 3 years, they will be required to go in front of the local union examining board and answer 60 questions each on the three primary types of ironwork—reinforcing, ornamental, and structural. Those who fail will be given another 6 months of training. Those who pass are accepted into the union as journeymen and are eligible to go to any ironworker local's hiring hall in the U.S. and to command journeyman wages. The program has produced four journeymen so far and Morin predicts 10 or 12 more will make it in the next year.

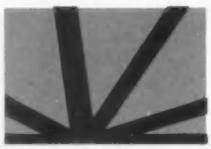
As might be expected, there is some rivalry between Morin's project and the regular apprenticeship training program. The San Antonio local has 350 journeymen assisted by 52 apprentices and 42 trainees. That's a ratio of 4 journeymen to 1 trainee or apprentice, way out of line with San Antonio's normal ratio of about 10 to 1, and the 7 to 1 regarded as ideal by the national union.

Yet both Morin and William Olsen, apprenticeship coordinator for the local, insist the competition is friendly. Olsen strongly supports the move toward equal opportunity represented by the project and more than half his apprentices are minorities.

"Dan's program is a good one," he said. "Life isn't over at 31. These men deserve a chance to learn and work and be a member of a union. A lot of them have had job after job, with no future. Here they've got a future. With that union book in his pocket, a man can go anywhere in the United States and get good treatment and good-paying work."

Morin also has strong support from other top local union officials. President Kenneth Ross, 35, calls the project "one of the best things that ever happened to local 66. We needed some-





High Iron

thing like this to wake us up. If I thought it wasn't worth a damn, I'd say so. But it ties right in with our apprenticeship system."

And Ross goes one step further. He wants Mexican Americans on the journeyman examining board to help insure fairness to minorities. In April he concluded a long-standing campaign to persuade a personal friend, Julian Salazar, a Mexican American journeyman now working as a general superintendent with a large San Antonio contractor, to serve on the eight-man board.

Local union business manager Frederick C. Morgan, credited by Morin with being a key figure in making the project work, takes a pragmatic view of the union's responsibilities. The civil rights movement is a fact of life, as he sees it, and the most effective way to attain equity for minorities is for unions—and employers—to take them in voluntarily rather than under legal compulsion.

"You get something going like a Philadelphia Plan, where each union feels like it has to hire so many minorities and can't let people go who don't work out—that'll tear up a town," he said.

"There was a lot of opposition among the local's membership at first, but we've taken a hard-nosed position," Morgan said. "Also, the members are coming to see the need. In the past 3 years, attitudes have changed a lot. Most of the older hands feel as long as these men can do the work, they don't care. And that's the way the contractors feel—which they didn't when it first got started."

Another factor helping the program, he believes, is that demand for ironworkers is picking up continually in San Antonio and around the country. He doubts whether the program could have been successful in the late sixties when many journeymen were hard-pressed to get a full week's wages.

Morgan agrees with the program's national policy which does not permit the trainees to become union members until they have qualified as journeymen. Regular apprentices, on the other hand, become union members immediately. "To someone not around ironwork, the pay sounds good, but this is hard work and a lot of men can't take it," he said. "The apprenticeship drop-out rate sometimes is as high as 40 percent, and if these men drop out, it's defeating our whole purpose."

Morin accepts this policy and points out the financial advantage. The union's initiation fee is $300, and in San Antonio apprentices must pay half that amount within the first 3 months. "The men I recruit just can't afford it," Morin said.

Trainees Get Same Services

White and Herzog, the national project directors, point out another reason why the trainees aren't made union members. The international union's constitution provides for only two classes of workers, journeymen and apprentices, and the union did not want to change the constitution for a "shot-in-the-dark, experimental program."

Although not union members, the trainees get the same services and benefits enjoyed by members, and are encouraged in San Antonio to attend union meetings as official guests. They don't pay union dues, but they are charged service fees which come to about the same sum of money each month.

Whatever the pros and cons, the arrangement seems to have worked. In the more than 4 years that the program has been in operation, only three projects have been closed down.

"What makes the program go is that the ironworkers and their employers have administered this thing right from the start," said national administrator Joe Rowles. "It is run by people who know our programs and our trade intimately. Our international backs it to the hilt, and it was explained to everyone through District Council meetings all over the U.S., through our national officers, and through local officers. We don't force this program on any local. We go only to cities where the unions and the contractors need help in recruiting more minorities and in training more journeymen."

In addition to the more than 50 local projects, a special school has been set up at Gary, Ind., by the union and the Bureau of Indian Affairs to prepare reservation Indians to enter the training program. Indians recruited from reservations around the country are given 14 weeks of concentrated training and instruction in ironworking and in such everyday matters as renting an apartment, riding a bus, opening a checking account, getting a social security card, and using the telephone. Upon completion they are guaranteed openings with the local project nearest their home and are granted 1 year's credit toward journeyman status. About 150 Indians have completed the course since its inception 3 years ago.

National project director Guilford White sees the training program as a natural outgrowth of traditional union philosophy. "The unions have always stood for bringing men up from the bottom," said White. "The only way is through better jobs. First it was the English and Scottish, then the Irish, then the waves of Italians, Poles, and other later immigrants. Now it's the minorities' turn." □

Developing Jobs For Ex-Offenders

by Terrence Kaye

Volunteers Help Released Prisoners 'Come Back to Life Again'

It is a cold and gray day at Illinois' Stateville Penitentiary. Snow is falling thickly over the landscaped grounds between cellblocks, where half a dozen inmates are working among the rows of shrubbery. Their "work" consists of sweeping snow off the tops of the bushes as it comes down. They take long breaks, talking and smoking, and when enough snow piles up again on the bushes, they sweep it off again.

Unfortunately, this kind of work is the rule rather than the exception in many of the Nation's prisons. Prison jobs can be a disguised form of unemployment, with little to do and many hands to do it. Vocational counseling programs often are poorly staffed, inadequately funded, and hindered by custody-minded prison administrators.

Over a thousand prisoners leave Stateville every year, many coming back into society with no marketable skills or even the know-how to look for a job. To meet the needs of these and other Illinois ex-offenders, a nonprofit organization in Chicago has been running a job search and counseling service for the last 3 years. Called Operation DARE (for Direct Action for Rehabilitation and Employment), the project is the operating arm of the Safer Foundation, a group of Chicago businessmen who wanted to do something to make the urban environment a little safer.

Originally funded by the Justice Department's Law Enforcement Assistance Administration, Operation DARE received a $250,000 Manpower Administration grant last September, channeled through the State Employment Security Administration's Correctional

Terrence Kaye is a U. S. Department of Labor information officer in Chicago.

Ex-Offenders

Manpower Services Unit. Since then, DARE has worked with about 1,100 ex-offenders and placed more than 500 of them in permanent full-time jobs. Overall, since it was founded in 1970, DARE has placed over 1,600 former convicts in jobs. According to the most recent followup check, 54 percent of those who had been placed were still on the job.

"We try to avoid dead end jobs," says DARE Executive Director Raymond Curran. "The goal is always to put a man in a job where he can see a reasonable chance for advancement." DARE clients have been placed as machine operators, warehouse workers, welders, construction and factory assembly workers, teacher and nurse aides, and clerical workers. One man who started at a steel company as a laborer is now head of the accounting section; another who began as a clerk at a department store now runs the shoe department.

An essential element in DARE's philosophy, according to Curran, is the human touch. By the time an ex-offender arrives at DARE, he has been processed through the impersonal, institutionalized system of police, court, prison, and parole office. DARE has 150 citizen volunteers—most of them white business and professional men—who bring to the ex-offender the resources of the community as well as a shoulder to lean on.

"I saw my task as one of keeping the guy's faith up until DARE could find him a job," said volunteer Tim Hawkins, foreman at a large Chicago electronics firm. "I tried to encourage him, to explain the possibilities that he couldn't see. For an ex-offender fresh out of prison, facing society can be pretty depressing, especially if he has no family, no friends, and no job."

Employment opportunities for his clients are the prime topic of conversation as Illinois parole officer Robert Riles (left) stops by the DARE office for a chat with job developer Vic Freise.

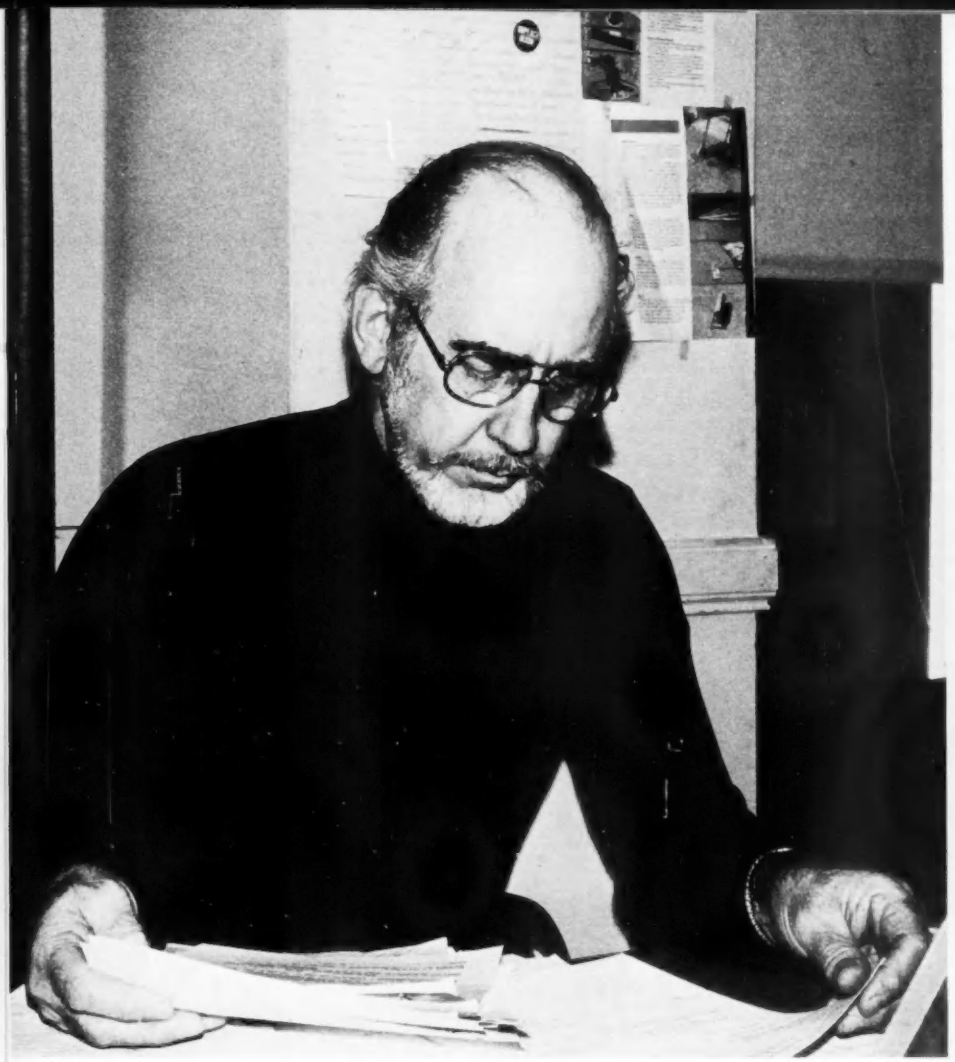
The volunteers participate in training sessions to sensitize them to the peculiar problems of people just out of prison. The typical DARE client is black, male, 21 to 40 years old, single or divorced, with a fourth grade reading level, a shallow job history, no marketable skills, and no training. "The majority of our people," says one counselor, "cannot even spell the crimes for which they were convicted."

Many ex-offenders lack the most elementary knowledge about the mechanics of looking for a job. Frequently, they do not know that a social security card is a necessary requirement, or are unable to fill out a job application.

Curran has seen many ex-convicts come through his office who expect to get $8-an-hour jobs right after prison. "Many of our clients have no conception of their market value as labor, which is closer to $2 an hour," he says. "They expect to get a good job with a good salary, but many can't even read a ruler. These high expectations are inevitable, a way to compensate for the deprivation of self-worth that occurs in prison."

Compounding these problems is the negative attitude that persists among many employers. Often, companies that have had good results with ex-offenders have not reported their success to other employers who may be afraid to take a chance. Of the more than 1,600 men (the project has worked with a few women ex-offenders) who have been hired through DARE, not one has physically attacked an employer or been dismissed for stealing from the company.

DARE's "sales pitches" to persuade hesitant employers to hire ex-offenders include letters, phone calls, and personal visits. The letters DARE sends to potential employers include a return card that makes it difficult not to respond. The list of 11 possible re-



Seeking an opening for an ex-offender, job developer Dick Turzinski sifts through letters from employers.

sponses starts with "I'd be interested in possibly hiring someone," but an employer also can check "I know of a job opening," or "Send me more information," or even "I'd like to help with your mailing."

"In our first meeting with an employer, we don't come on too strong," Curran explains. "We generally try to feel him out, to see how receptive he is to the idea of hiring an ex-convict. If there is one single force above all else that influences an employer's image of the criminal, it is television. TV always shows you how the criminal gets caught; what they don't show is how he's going to come back to life again.

"The majority of employers are fearful. Will they rip off the company? Will they rape female employees? Will they use drugs? We try to counter this attitude with an appeal to the humanitarian instinct. We always ask the question: 'Would you kick a man who has cancer?' Well, an ex-offender has a kind of social cancer that an employer can help to alleviate."

This approach is accompanied by a strong appeal to the prospective employer's pragmatism. DARE job developers point to FBI figures which show that ex-offenders are arrested for 68 percent of all reported crimes and that private industry loses about $16 billion to crime every year.

"We hope that starts the wheels turning and that the employer thinks, 'Maybe prison isn't the only answer,' " says Curran.

DARE has 13 job developers—they constitute the bulk of the project's full-time paid staff—who spend a good part of their time in the subtle art of persuasion. Most employers show some sign of interest the first time they are contacted, and it is up to the job developers to fuel that interest. They have found that it is important to be candid when an employer asks about an ex-offender's background. But they also try to show the employer that he has a range of options. As one job developer put it: "If we're talking to the phone company, for instance, and a supervisor is hesitant about hiring an ex-burglar as an installer, we ask, 'How about a lineman's job?' "

Job developers also level with the ex-offender. In discussing a possible placement, they spell out the job, its requirements and pay, and the authority relationships at work. For their part, ex-offenders are expected to be candid about their use of alcohol or drugs—problems that might interfere with their ability to hold a job. Those who have a history of alcoholism or drug abuse are required to join Alcoholics Anonymous or one of the local drug rehabilitation groups as a condition of getting help from DARE.

Although DARE staffers do virtually all of their own job development, they work closely with the State employment service on training arrangements. Some ex-offenders are referred to training programs through the employment service; in other instances, a federally funded on-the-job training contract is arranged so an employer who hires an ex-offender can be reimbursed for some of the expense of training him.

Most of the men who come to DARE need instruction in how to handle a job interview. In job coaching sessions, a small group of clients watch while staff members act out an interview, showing and discussing the right and wrong way to handle the situation. Each client also gets a chance to play jobseeker.

An offender's involvement with DARE often begins inside the prison. DARE staff work closely with vocational counselors in Illinois prisons. DARE can provide up-to-date information on job opportunities for a man

Versey Hale goes through a stack of invoices at the wallcovering warehouse where he was placed by DARE. His pay has risen from $2.25 to 2.75 an hour.

DARE placed Curtis Etherly in a Chicago machine shop under a Jobs Optional Program on-the-job training contract. He earns $2.80 an hour.

about to be paroled, and the prison counselor can help prepare the man for the job and make his goals more realistic if he has been dreaming about that $8-an-hour paycheck.

Once an offender is released, DARE's citizen volunteers come into the picture. Their main job is to be a friend to the parolee—to provide a listening ear, to show that someone cares, to help out with personal problems. The typical volunteer devotes 6 to 8 hours a month to DARE.

Volunteer Dick Weiss, an investment counselor, has been working with a 25-year-old man who served 4 years on a manslaughter conviction resulting from a drunk driving accident. "I was amazed that we communicated so easily at the first meeting," Weiss said. "I was also amazed at his lack of bitterness. He knew he did wrong and had paid the penalty, and felt he should have the opportunity for a decent job. When we first met, he had been looking for work on his own for a year, but employers wanted nothing to do with him. More than once he said to me: 'I paid my 4 years—how much longer do I have to keep paying?' The great advantage with DARE is that the job developers have a list of firms willing to hire ex-offenders.

"The important thing is to listen to the man and find out what he's after," Weiss continued. "It came out that he wanted a 'man's job.' He had some experience as a boy working in his father's punch press shop down South and we were able to get him an assembly machine operator job.

"He likes the job, but still feels a bit uneasy and has found that having someone to talk to is helpful, so we still sit down together from time to time. He was hit with a $50,000 lawsuit resulting from the accident, and I was able to get him a lawyer from a volunteer group in Chicago."

Despite Weiss' experience, bridging the communications gap can be difficult. "Sometimes I feel my client doesn't really trust me the way he would a prison buddy," volunteer Tim Hawkins said. "It seems like I'm the one who is always holding up the conversation. He has my number, but has never called me for help or advice.

"Nevertheless, if I can help a couple guys stay out of the 'joint,' I feel I've accomplished something. Six months from now, if the man is working with a steady income and a decent place to live, then I know I've helped."

Herb Smith, DARE coordinator of volunteer services, sees the relationship between volunteer and ex-offender as a learning experience for both.

'Street-Wise' Volunteers

"Sometimes a counseling session is the first contact ever between, say, a white businessman from the suburbs and a black ex-offender from the ghetto," Smith said. "Each one learns about a world he never really knew existed. I don't know how you can measure the benefits, but I will say that this is one of the best social laboratories you could ever work in."

In addition to the citizen volunteers, there are seven black VISTA volunteers, six of whom are ex-offenders. Because they are more "street-wise" than the average volunteer, they work with ex-offenders who have lost touch with DARE, going into the neighborhoods to find out what happened and to try to bring them back in contact with the agency. The VISTA volunteers also can help with on-the-job problems that regular volunteers or the job developer might find difficult to understand or handle. One such example involved a Black Muslim ex-offender who worked in a restaurant and almost quit over the insults he was taking from the white "female Archie Bunkers" over his refusal to handle pork.

Occasionally a volunteer gets involved in the job search. During a counseling session with a volunteer, an ex-convict who was lined up for a factory job mentioned that his hobby was cabinetmaking and carpentry. The volunteer pointed out that this "hobby" was a highly marketable skill, and the ex-offender now has his own carpentry shop.

Unlike the cabinetmaker, most men who come to DARE have neither the skills nor the work background to strike out on their own. But a number have done quite well working for others. For instance, Thomas Robinson, 45, was released from prison in April 1972 and was placed as a $2.75-an-hour machine operator in a Chicago electronics manufacturing firm. Six months later he was promoted to foreman. Then the company sent him to a training school and now he earns $250 a week as a welding supervisor.

Arthur Hunter, 26, also has moved up dramatically, but his background is far different from most DARE ex-convicts. He has a degree in business administration from Stanford. After serving a prison term for grand theft, however, he had to take a stock clerk job in Chicago's Carson Pirie Scott department store. In a year he worked his way up to head of the shipping department at $250 a week.

These men, of course, are exceptions. But they illustrate what Curran means when he describes DARE's basic operating principle:

"Expose a man to the opportunities he has and motivate him to take advantage of them." □

Blind Workers: A Matter of

Placement Counselor Sees Misconceptions About Handicap as Biggest Job Barrier

by Patricia Marshall

None are so blind as those who will not see.

That, Jim Kesteloot has found, is particularly true when it comes to finding jobs for the blind. So Kesteloot spends a good bit of his time opening the eyes of employers to the fact that the blind can do many jobs—and do them as well as sighted people.

The blind jobseeker's biggest difficulty in getting work is not his handicap, Kesteloot says, as much as it is the misconceptions about the blind that permeate our society. One of the most widespread misconceptions is that the blind cannot see. That's not necessarily so, says Kesteloot. He points out that about 75 percent of the people who meet the legal definition of blindness have some sight.

Kesteloot, who is the placement counselor for the Chicago Lighthouse for the Blind, explains legal blindness this way:

"Perfect eyesight is like having a million dollars. People who are legally blind may still have $20,000 worth of eyesight left. They can do a lot with that. There's a great range between $20,000 and 10 or 20 dollars. It's the people who have just 10 or 20 dollars worth of sight or who are penniless who are likely to have the biggest problem."

To be legally blind, a person must meet one of two measures of blindness. His distance vision must be no better than 20/200 with the best correction for his best eye—that is, at best he can see at 20 feet what the normally sighted person sees at 200 feet. The other definition is peripheral vision less than 20 degrees in the best eye with the best correction. That is like being a driver who is forced to see through a small hole in a dirty windshield, Kesteloot explains.

In dealing with the complex job placement problems of the blind, Kesteloot draws on years of experience as a placement counselor for people with special problems. He has worked at the Lighthouse for the past 5 years, and before that was a placement counselor for the Welfare Rehabilitation Service, part of the Illinois Bureau of Employment Security, where many of his clients had a history of mental illness or alcoholism.

Most Are Middle-Aged

Kesteloot's Lighthouse clientele are people employed in the agency's workshop for the blind or enrolled in its training programs. In addition, he places blind persons who come to the Lighthouse only to get help in finding work. Most of his clients are middle-aged or older—about 75 percent of all blind people in the United States are over 45 years old, and half are over 65—and at most they have a high school education. Only a few people with a college degree come to the Lighthouse, says Kesteloot. This leaves the agency largely with the mission of helping the blind who are least credentialed for work.

There is a lot more to moving the blind into employment than lining up their skills and visual status against job opportunities. Most blind people have to make a great psychological adjustment to their handicap before they are ready to think about going to work in an unsheltered environment. Also, if they are newly blind, they must learn or relearn a world of simple things—tying a shoe, locating a fork, or getting about a city—which people with normal eyesight take for granted. To help the blind cope with such needs, the Lighthouse provides many specialized counseling, psychological, and other services.

On an average day 250 adults, about half of them with multiple handicaps, are enrolled in Lighthouse programs. The largest number is in the workshop, a small factory-like operation where the blind do assembly work, operate drill presses and other light machines, and package finished products.

All shopwork is subcontracted from private industry, and currently much of it is the manufacture of toys for a firm that has a national market for its wares. The shop is one of about 100 nonprofit workshops for the blind to which the U.S. Department of Labor issues certificates under Fair Labor Standards Act provisions for payment of less than the minimum wage required by law so that handicapped persons can get employment at approved sites.

In the Chicago Lighthouse, people who were recently blinded or who never have worked enter the workshop as trainees. After they are trained, some of the workers move into jobs in private industry with Kesteloot's help. Others stay in the workshop as regular employees if jobs are not available on the outside, or if a worker's production is below industrial standards. Among the workshop employees there also are people who are so handicapped that they require sheltered employment. Under the new minimum wage law which went into effect on May 1 of this year, the workshop pays all of its regular employees a base rate of $1.80 an hour, with extra pay for higher production. In 1973, average earnings in the workshop were about $1.75 an hour, and some of the workers earned as much as $3 an hour.

Other training options the Lighthouse offers are in X-ray and microfilm de-

Patricia Marshall is associate editor of MANPOWER.

PERSPECTIVE

velopment, transcription typing, and medical terminology.

In the transcription typing course, students learn to transcribe tapes from a dictaphone and to use an electric typewriter. Also, they get help in developing individual filing systems, based on the amount of sight they possess, so they can keep records in Braille that will help them in their work.

When asked how a blind typist can fill in forms or detect mistakes, Kesteloot has ready answers because employers often ask these questions. He says most companies use no more than 10 forms, and the blind typist memorizes their spacing in order to fill them in accurately. When memory fails, the typist can consult Braille notes. As for making errors, Kesteloot says typists—sighted or unsighted—usually know when they hit the wrong key. This is remedied by inserting correction tape over the mistake and retyping.

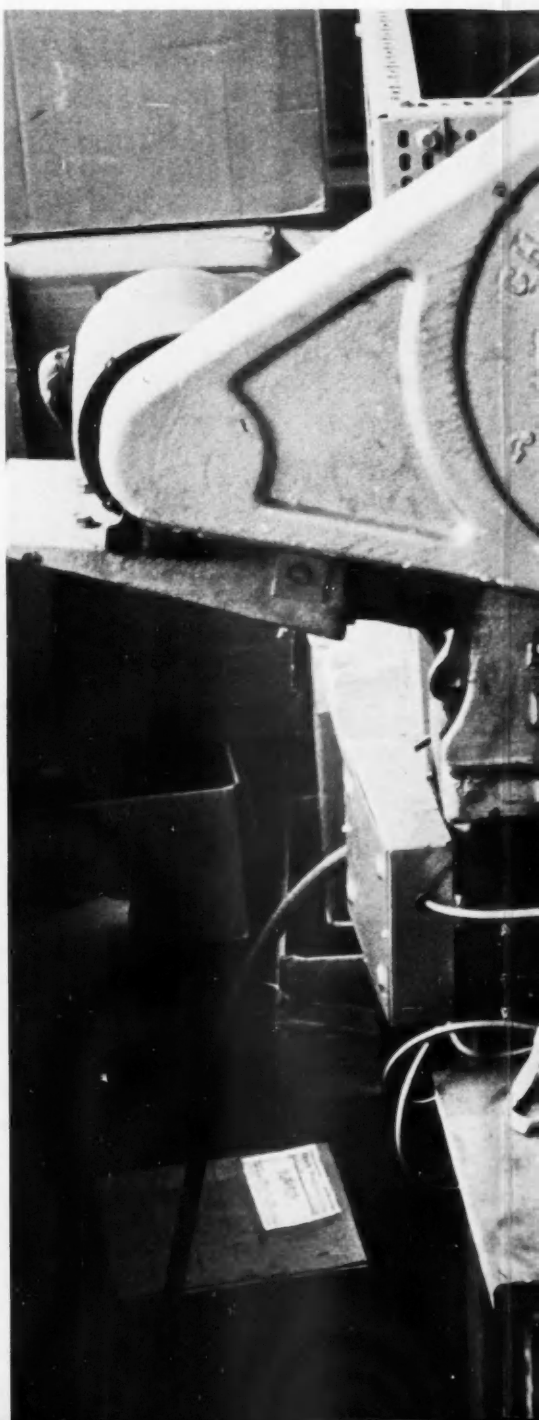
"Other kinds of typing errors, such as misspellings or word omissions, stem from problems other than blindness," Kesteloot points out. "A typist may simply have to learn how to spell a few difficult or unfamiliar words which are common in a particular business. If the typist's work is sloppy, there may be a need to slow down a bit for more accurate work.

"These problems are controlled by standard office procedures. Supervisors usually know, for example, which typists make a lot of mistakes and can suggest measures to solve the problem.

Blind workers assemble chemistry sets for Skil Craft, Inc., a manufacturer of science toys, at the Chicago Lighthouse for the Blind. The shop, which provides training opportunities and income for about 200 blind persons, works on subcontracts with private industry. Another of its large operations is assembly of about 40 small parts for Western Electric switchboard plugs.

Trainees take material from dictaphone recordings as they learn to use electric typewriters in the Chicago Lighthouse's transcription typing course. The Lighthouse is able to locate about 20 jobs for blind typists each year.

Perfecto Gaut, a totally blind worker at Wilson Jones Company in Chicago, assembles metal parts for looseleaf notebooks and operates a rotary turntable which rivets the parts together. Gaut has held the job for 2 years and has the same production level as sighted workers.



Blind Workers

Also, the person dictating a letter or responsible for a report is likely to read the material before signing off on it. These are the usual lines of defense that business firms erect against clerical error.

"Certainly, the blind are no more mistake-proof than anyone else. On the other hand, typists coming out of the Lighthouse don't make any more errors than other typists do."

Graduates of the transcription typing course can move directly into private industry or they can enter a 6- to 9-month medical typist training program at the Lighthouse. Persons completing this course can enter a medical library internship at Cook County Hospital. Chicago has plenty of job opportunities in these fields, Kesteloot says. He is able to place all of the graduates.

Another successful Lighthouse training program is a 3-month, on-the-job course in X-ray development which is run at Passavant Hospital. Because X-rays are developed in the dark with an automatic machine, totally blind workers can do the work as well as people with vision.

Recently, Kesteloot placed two persons in on-the-job training at Continental Bank. One has some eyesight, and he photographs documents for storage on microfilm; the other is a totally blind person whom the bank trained to do microfilm processing. This has proved to be such successful employment of blind workers that Kesteloot now is trying to develop new training and employment opportunities of this kind in other Chicago firms.

The blind who are enrolled in Lighthouse programs meet with Kesteloot during their first week at the agency. He explains how he will help them get a job when they are ready for the challenge of work with impaired or no vision. Then, while in training, they have regular sessions with him in which they learn to write resumes, to fill out job applications, to be interviewed for jobs, and to handle objections employers may have about hiring the visually handicapped.

His clientele spans the whole range of blindness, from some sight to no sight. His work is challenging, Kesteloot says, because he must consider a host of complex factors in locating employment opportunities. In addition to the usual concerns about a job-seeker's skill levels, Kesteloot has to take account of many factors relating to vision. This is not simply a matter of deciding on how much sight is required

Training the blind for private employment is a major function of the Lighthouse workshop. Leon Taylor, who is totally blind, learned to operate a riveting machine and other light machinery in the workshop (below). He now is employed as a machine operator at Wilson Jones Company.

to perform various tasks. Kesteloot must also consider any restrictions a blind person may have on activities like lifting, pushing, and pulling, which might cause additional eye damage. Also, part of the blind population is going through the traumatic experience of losing eyesight. This complicates the placement process—it can make it difficult for a worker to think about getting a job, and it's one more thing Kesteloot must explain to employers.

Many Don't Seek Work

Large segments of the blind population do not seek work, Kesteloot says. Age is one factor that accounts for this. Also, some people are severely handicapped by other physical or mental conditions, while others long ago accepted blindness as the victor and themselves as the vanquished. Subtracting these groups from the blind population still leaves many who could and would work. The number of people whom Kesteloot places in jobs is modest compared with the size of the problem. Last year he got jobs for 41 people in a city where about 10,000 are blind. Even so, his placements are great individual victories for the blind because they teach the sighted and unsighted alike how profitably the blind can be employed when there is the will to do it.

Job development is a key element in the placements Kesteloot is able to make. What this amounts to is finding jobs for blind workers where employers do not know such jobs exist, then convincing employers that a blind person can do the work as well as the fully sighted.

Kesteloot begins job development by thumbing through the Illinois Directory of Manufacturers and other business lists which contain information on the products a firm makes, the number of its employees, and the names of company executives. Next, he writes a group of employers selected from these lists and tells them about Lighthouse trainees and the successful experience of other Chicago employers with blind workers. A few days later, he follows up his letters with phone calls to ask for interviews.

"My immediate goal is just to get those interviews," he says. "If an employer has a lot of questions over the telephone, I ask for a chance to sit down and talk to him face to face. I seldom get turned down at this stage."

During the interviews, Kesteloot talks about blindness, explains the range of vision among the blind, tries to disabuse employers of the idea that totally blind persons are necessarily homebound, describes Lighthouse

A Fighting Chance

Blindness can stem from disease, age, accidents, problems of birth—and from war. The Veterans Employment Service of the Manpower Administration has produced a color motion picture which describes the experiences of a fictional young veteran who was blinded in action. The leading character of *A Fighting Chance* is David Hansen, who was graduated from college and was a radio station engineer and disc jockey before his military service. His plight, like that of other handicapped workers, is dramatized in the film in a scene where Hansen has just been turned down for a job by the manager of a radio station:

HANSEN—*You are making a big mistake every time you reject a guy just because he's got a handicap. There are hundreds of handicapped people working at all kinds of jobs; jobs you wouldn't even think of. I don't know how they get these jobs but I can tell you how they keep them. They earn their keep, that's how! They're damn good workers! And when an employer finally gets it through his head that a disability isn't the end of the world, he finds that his disabled workers are producing as much if not more than his regular employees. This handicap thing just doesn't make any difference!*

MANAGER—*Now you listen to me. I'm not turning you down just because you've got a handi-*

cap. I'm turning you down because I don't think you can do the job.

HANSEN—*And I'm telling you that I can do it.*

MANAGER—*Frankly, Mr. Hansen, I don't believe you could. Since we're a small station every disc jockey has to run a combo show. No engineer. He has to announce, ride his own levels, cue up his music, read commercials and announcements from the copy book, keep his log, run his own cart machine for jingles, get the weather from the airport, and take remotes from the newsroom. Now I'll admit you have a fine air voice. Your style is good, your delivery is solid. And if we had engineered shows, I'd be glad to hire you as an announcer. But for you to run the whole thing, there's just no way!*

HANSEN—*What you mean is you don't know of any way.*

MANAGER—*O.K., let's start with the basics. You can't see a V.U. meter so you couldn't possibly run decent (sound) levels.*

HANSEN—*That's wrong. I've got an electronic unit at home that gives me an audible tone every time the signal strength hits 100 percent modulation. Plus or minus 1/2 dB, which is more accurate than your studio meters.*

MANAGER—*Look, I'm not going to argue with you. You wouldn't be able to give timechecks or list times in the log.*

HANSEN—*Look at your watch. The correct time is 2:23. Right?*

MANAGER—*Oh sure, but you know you've got to be more accurate than that. You've got to have it to the second.*

HANSEN—*For $20 a friend of mine will build me a desk clock with a minute hand and a second hand. I'll set it next to me on the control board and my fingers will be just as accurate as your eyes are. The log, I'll do over on my Braille typewriter every day before I go on the air. I'll do the same with my ads and the other copy.*

MANAGER—*You'd go to all that extra trouble just to get this job?*

HANSEN—*Yes, I would!*

A Fighting Chance is available in a 42-minute version—suitable for showing at meetings of service clubs, Jobs for Veterans task forces, veterans' organizations, and employer groups—and in a 26-minute version which was produced for television use. The longer version may be purchased for $145 and the shorter version for $105.90 from the National Audiovisual Center, Sales Branch, Washington, D.C. 20409. When placing an order, please state the name of the film and enclose payment. Both versions of the film are available on loan from each State employment service. For further information, call your local employment service office.

training and other services, and asks whether the employer sees any problems that would prevent his hiring blind workers. The usual objections which surface at this point, Kesteloot has found, revolve around safety factors, insurance costs, and fears that a blind employee will not do worthwhile work and will be a burden rather than an asset.

Kesteloot deals with concerns about worker safety by asking permission to look over the employer's plant. A plant tour provides concrete information on whether the employer's fears are justified. Kesteloot checks to see if the physical environment is suitable for the blind and whether the work could be done by a Lighthouse trainee. For example, he finds out if there is a safe route to the worksite and if the machinery has safety devices, such as buttons that must be pushed with both hands to activate it, which protect the blind worker and can be felt as well as seen. During these plant surveys, Kesteloot also seeks information from department heads and other supervisors and tries to deal with any apprehensions they may have about hiring the blind.

If the worksite is a safe one, an employer probably has a low accident rate in his plant, Kesteloot points out.

This is one of two factors he cites as laying the base for insurance rates in industry. The other is the nature of the industry—whether, for example, the work involves walking on steel girders 20 stories up, or doing parts assembly while seated at a table. Discussion of these specific elements in the rate structure helps Kesteloot dispel generalized fears that hiring the blind, even in a safe environment, will cause insurance costs to zoom.

Employer Fears Allayed

Kesteloot uses various devices to handle employer fears that blind workers will be unproductive and burdensome. One of the most effective is to arrange for a prospective employer to visit the First National Bank of Chicago, which has been successful in hiring blind workers in varied occupations. In addition, the Lighthouse welcomes employers to its training programs to give them a look at how the Lighthouse helps people convert a frightening and major handicap into a livable disability.

However, finding suitable jobs for the blind takes more than contacts with employers, Kesteloot says. He also has to keep tabs on the progress people are making in Lighthouse programs to decide who is ready for work on the outside. One of the important things Kesteloot looks for is progress in mobility training. This is a course lasting from 2 to 6 weeks, depending on the individual, in which the blind are taught use of a cane—what the Lighthouse calls "the extension of the finger."

When his clients get a job interview, Kesteloot prefers that they go alone. Not only does this help the person develop independence, but it prevents a common problem—if Kesteloot is present, employers tend to interview him rather than the jobseeker. But much of the time Kesteloot must accompany Lighthouse trainees. Sometimes there are multiple handicaps involved, and at other times an employer may be inexperienced in hiring the blind and, while consenting to an interview, is not entirely won over to the idea. In the end, getting a blind person a job is what matters most to Kesteloot.

"When a trainee is hired, the starting date for employment is delayed at least a week," Kesteloot says. "During this time, a Lighthouse instructor orients the new employee to the mode of travel to and from the job and to the building in which he or she will work. Orientation to the building involves teaching a safe route from the front door to the work station and to the washrooms, cafeteria, elevators, escalators, revolving doors, water fountains, telephones, and other areas that must be known in the building and on the job."

Occasionally, a shop or typing instructor accompanies the worker for the first few days of employment. Kesteloot says this happens when an employer requests it, when a job is unusual and requires different motions than those learned in Lighthouse training, or when the person placed has many severe handicaps that make it hard to get started on a job.

To help iron out any on-the-job problems clients may encounter, the Lighthouse does followups after 1 week, 1 month, 3 months, 6 months, and a year. These may involve phone calls to the company, to the employee, or visits to the worksite. According to Kesteloot, these followup services sometimes have been a means of helping a successful blind worker to get a higher level job in the same company.

Kesteloot credits the fact that the Lighthouse, which was founded in 1906, is a well known and respected Chicago institution with much of his success in getting jobs for the blind. The Lighthouse is a member of the Council of Community Services for Metropolitan Chicago and the Community Fund of Chicago, and it has working relationships of long standing with many public and civic groups.

Kesteloot also is able to tap into two job banks to get information on potential jobs for his clients. One is the State employment service Job Bank; the other, a small and informal service provided by the Illinois Lions Clubs, which call Kesteloot when the Lions hear of suitable job openings. In addition, the Lighthouse has a working agreement with the employment service for job assistance from the agency's specialists in placement of the handicapped.

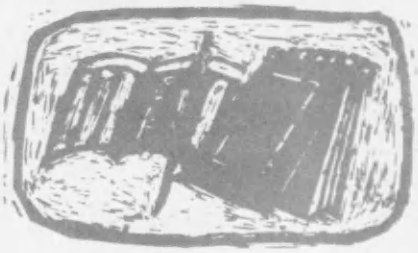
Legally Blind Since Birth

George Fearn, director of the Chicago Lighthouse, says Kesteloot's work offers a good demonstration of what the Lighthouse is all about. "Our final objective is the placement of the visually impaired in private industry," Fearn says. "Jim has a thorough knowledge of the job needs of Chicago employers and the needs of the blind for work that is gratifying and provides an income."

Perhaps one reason Kesteloot is so good at his job is that he has been legally blind since birth. His eyesight is in the 10 to 20 percent range.

To Kesteloot's way of thinking, blindness is not necessarily the handicap it's often thought to be. And when job training is teamed with positive employer attitudes toward hiring the blind, he finds that it's hard to keep the blind worker down. □

News & Notes



Reports for 36 States on the status of women in the labor force and related characteristics--age, education, marital status, family income, the percentages of working mothers and family heads, and occupations--are available from the Women's Bureau, U.S. Department of Labor, Washington, D.C. 20210. Each State report contains information on all women, with statistical data compiled separately for Hispanic and black women. Information contained in the reports is of particular value to employers in developing affirmative action plans designed to improve and increase employment opportunities for women. Reports are available on Alabama, Alaska, Arizona, Arkansas, California, Colorado, Connecticut, Florida, Georgia, Hawaii, Illinois, Indiana, Iowa, Kentucky, Louisiana. Maine, Maryland, Massachusetts, Michigan, Minnesota, Missouri, Montana, Nebraska, New Jersey, New Mexico, New York, North Carolina, Ohio, Oregon, Pennsylvania, Puerto Rico, Rhode Island, South Carolina, Texas, Vermont, Virginia, Wisconsin, District of Columbia, and the Washington, D.C. Standard Metropolitan Statistical Area. Summaries are being prepared for the remaining States.

* * *

W. F. Rockwell, Jr., has taken over as chairman and John P. Condon as president of the National Alliance of Businessmen (NAB). Rockwell succeeds Richard C. Gerstenberg and Condon replaces John Z. DeLorean. The incoming officers, who will serve for a year, are from Rockwell International Corporation; Gerstenberg and DeLorean are from General Motors. The NAB works with business, government, and labor to find jobs in the private sector for the disadvantaged, Vietnam veterans, ex-offenders, and needy youth.

* * *

The relevance of education to work is one of five issues being emphasized by the National Institute of Education (NIE) this year in the awarding of research grants. The research being funded by NIE in this area will focus on the various educational factors influencing occupational attainment and socioeconomic success. Special consideration will be given to studies focusing on the needs of women, minorities, and midcareer adults, NIE said.

Nine of the Nation's major steel companies have signed an agreement with the Federal Government to expand job opportunities for minorities and women and to give them almost $31 million in back pay. The agreement is contained in two consent decrees filed in U.S. District Court in Birmingham, Ala., which resolve an employment discrimination suit filed at the same time. An estimated 40,048 black, Spanish-surnamed, and women employees will receive back pay of $250 to upwards of $3,000 each based on length of service and hourly earnings. Companies signing the consent decrees were Allegheny-Ludlum Industries, Inc.; Armco Steel Corporation; Bethlehem Steel Corporation; Jones & Laughlin Steel Corporation; National Steel Corporation; Republic Steel Corporation; United States Steel Corporation; Wheeling-Pittsburgh Steel Corporation; and Youngstown Sheet & Tube Company. The United Steelworkers of America, AFL-CIO, also was named as a defendant in the suit and signed one of the consent decrees. The suit said the companies have assigned minority and women employees to the less desirable and generally lower paying jobs with the least opportunity for advancement. The suit also said Steelworkers Union contracts with the companies deprive minority and women employees of opportunities to compete with white men for better paying jobs by establishing seniority based on length of service in occupations from which minority and women workers have been excluded or to which they had only limited access.

* * *

Operation of the Guthrie (Okla.) Job Corps Center for Women has been extended through March 1976 under a $5.8 million Manpower Administration contract with EG&G, Inc. EG&G is involved in environmental sciences, biomedical research, and applied euthenics--the science of improving living conditions. The contractor also operates the Tulsa Residential Manpower Center for the Manpower Administration. The Guthrie Center accommodates about 600 young women and has served more than 7,500 in the past 8 years. Its vocational courses include cosmetology, electronics assembly, drafting, lithography, and business, clerical, and health occupations.

News&Notes

Is there an inverse proportion between an executive's waistline and the size of his paychecks? Yes, according to a survey of 15,000 executives made by an employment agency and reported by United Press International. The survey found that fat executives not only are paid less, but aren't promoted as quickly or as far up the ladder as their leaner colleagues. "By exploiting the overweight, too many American companies are literally living off the fat of the land," said an executive of the agency that conducted the survey.

* * *

The latest Manpower Administration research catalog lists more than 450 research and development projects and more than 200 dissertations and reports that were in the works or completed in 1973. It also lists all such projects completed in the past 3 years. Copies of "Manpower Research and Development Projects" may be obtained free by writing the Manpower Administration, Room 10225, 601 D St. NW., Washington, D.C. 20213.

* * *

The Manpower Administration has launched a $5-million effort to develop a variety of job training and employment projects for criminal offenders. It is hoped that the projects will serve as models for prime sponsors of manpower programs under the Comprehensive Employment and Training Act (CETA). Some 300 ex-offenders participating in drug treatment programs will get vocational training and employment assistance under the first announced model project, which will be carried out in Baltimore and Des Moines. Target groups for other model projects will include women offenders and ex-offenders, older ex-offenders, juvenile delinquents, Hispanic offenders, and offenders who are heads of households eligible for welfare. One of the most important questions the model projects will seek to answer is at what point in the criminal justice process --from arrest to release from prison--are manpower services most effective for a particular group of offenders.

* * *

Approximately 1,100 unemployed or underemployed persons in 19 States will be trained on the job by the United Automobile Workers (UAW) under a 1-year $1 million contract with the Manpower Administration. The UAW will subcontract among employers with whom it has collective bargaining agreements to place about 860 unemployed persons in jobs. All new hires will be from among the disadvantaged or minority groups. They will receive full employee benefits and starting wages of from $2.50 to more than $5.50 an hour. The remaining 240 openings will be reserved for upgrading low-skill employees.

A graduate of the Work Incentive (WIN) Program has become the first woman police patrol officer in southwestern New Mexico. Isabel Quintana joined the Central, N. Mex., police after completing on-the-job training that was arranged and funded through WIN.

* * *

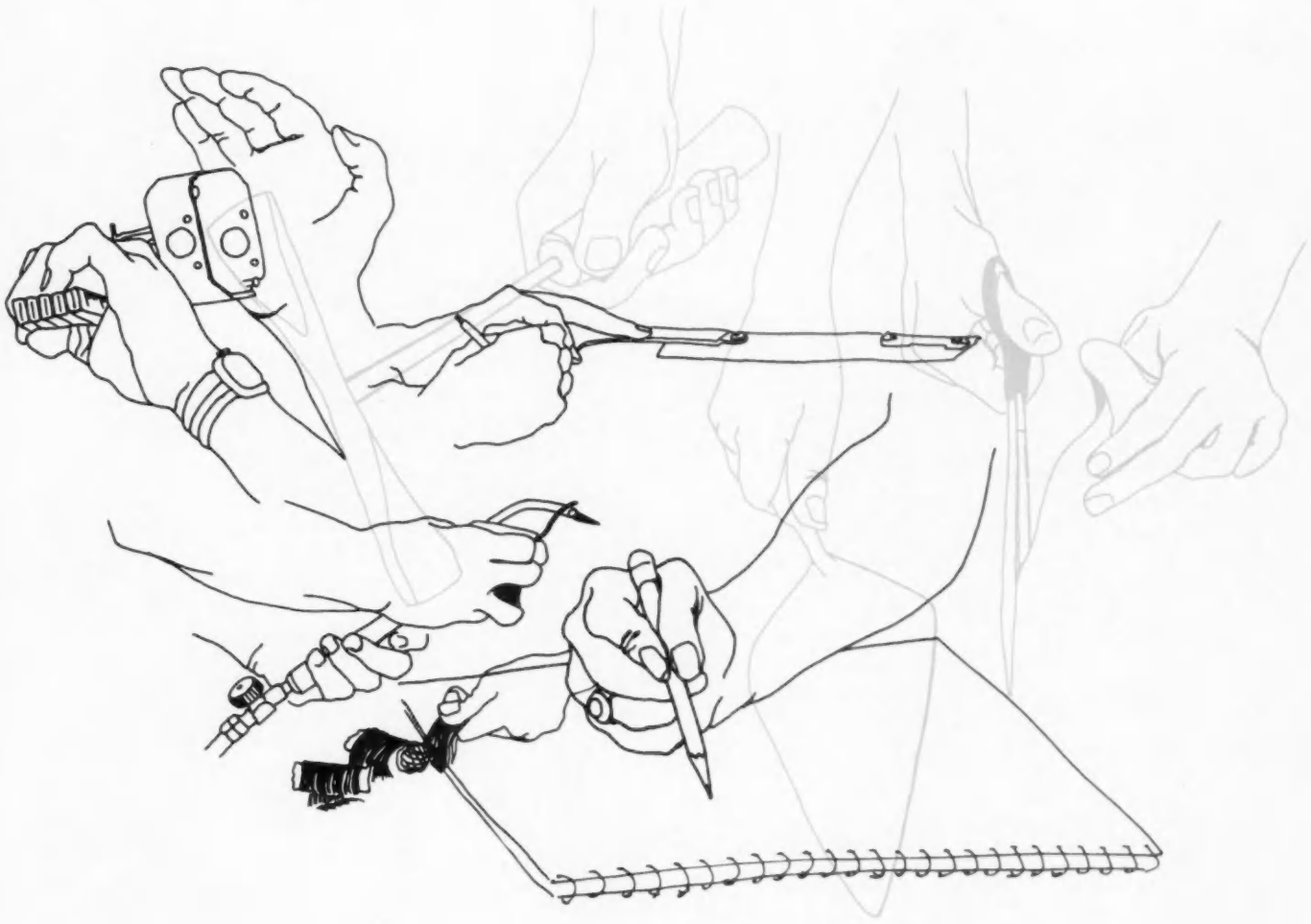
The U.S. Department of Labor has extended through June 30, 1975, an experimental school-work program designed to encourage potential dropouts to complete high school. Under the Work Experience and Career Exploration Program (WECEP) 14- and 15-year-old youth may obtain school credit for both in-school instruction and on-the-job work experience. These are the ages at which many youngsters make the decision to drop out of school. WECEP has been tested on an experimental basis since 1969 in 13 States. To make possible continuation and expansion of the program, the Labor Department has extended modifications in Federal child labor regulations that permit 14- and 15-year-old WECEP participants to be employed during school hours in certain occupations. The Department also provided for the continuation in a limited number of cases of a wage rate lower than the applicable minimum under the Fair Labor Standards Act for WECEP participants employed as student learners.

* * *

The American Foundation for Negro Affairs (AFNA) has received $400,000 from the U.S. Department of Health, Education, and Welfare to continue its efforts to recruit minorities into the health professions. The program begins with the recruitment of minority students for the AFNA program after completing the 10th grade. The youth start by working in medical school and hospital laboratories while attending high school, then move on to college where they specialize in the life sciences, and finally enter schools of medicine and health sciences. The first class of 60 entered the program in 1971, completing high school in June 1973. All 60 are currently attending college.

* * *

A new data series on the labor force characteristics of Americans who identify themselves as being of Spanish origin has been developed by the U.S. Department of Labor's Bureau of Labor Statistics. The data will be published quarterly in "Employment and Earnings," a monthly periodical published by the Bureau of Labor Statistics. The separate tabulation of statistics on Americans of Spanish origin is sponsored by the Manpower Administration. The addition of these data fills the gap in the Labor Department's current labor force data reporting system which had not previously provided a breakout on statistics relating to this major American minority group.



Vocational Education: Performance and Potential

Evidence Lacking That High School Courses Result in Job, Wage Gains

by Beatrice G. Reubens

The proposal that every student leaving high school should have a specific, marketable skill is a key element in the U. S. Office of Education's broadly designed career education concept. Assuming that the current employment problems of young people entering the full-time labor market are attributable mainly to their lack of occupational skills, the advocates of career education would greatly expand and strengthen high school vocational programs. Over half of all senior high school students might be enrolled in such programs, in contrast to 25 to 30 percent today, and all might be required to take some courses, if the most ardent proponents had their way.

Since such a strong case is being made for occupational preparation before the completion of high school, it is useful to review the findings of the large body of studies which analyze the outcomes of high school vocational education.

Are graduates of high school vocational programs who go straight to jobs better off in the quality of jobs, earnings, unemployment rates, or job satisfaction than comparable nonvocational graduates who go to work immediately? Is the nature of the curriculum a causal or decisive factor in any differences between these groups? Other important issues include the comparative dropout rates of students in various high school curricula and the effect of vocational education on the pursuit of higher education. Unless a clear advantage emerges from high school vocational

Beatrice Reubens is a senior research associate with the Conservation of Human Resources project at Columbia University. This article is based on a longer, fully documented resource paper she wrote for the U. S. Department of Health, Education, and Welfare task force which carried out the *Work in America* study. It and other resource papers for the study were prepared under the auspices of the W. E. Upjohn Institute for Employment Research and are being published by M.I.T. Press, 28 Carleton St., Cambridge, Mass. 02142, under the title, WORK AND THE QUALITY OF LIFE: RESOURCE PAPERS FOR WORK IN AMERICA.

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education, doubts may arise either about the content and quality of vocational education courses or about the prescription proposed by career education enthusiasts.

Probably only 25 to 30 percent of high school seniors currently go to work on graduation and do not obtain further formal training or education. While the emphasis of most of the studies reviewed here is on this group, some of the studies also include data on another 20 to 25 percent of the senior class who do not go to college but receive post-high school training.

At the outset, some words of caution are in order about the studies reviewed in this article. They are beset with conceptual problems, methodological pitfalls, and statistical limitations. They often are not comparable with one another and few of them were done recently enough to measure the improvements in high school vocational education planned by the 1968 amendments to the Vocational Education Act. Proceeding from different values and assumptions, the analysts have not even agreed on the objectives or outcomes to be tested.

Moreover, it is quite difficult to establish vocational education as the cause of differences in performance. There is no agreement on the socioeconomic background, academic ability level, or minority status of vocational students in comparison with other high school students, so that studies without control groups are ambiguous in their results. Variations among students in attitudes, motivation, and other characteristics which are not subject to precise measurement also may invalidate control groups and bias results.

Followup Studies Needed for Judgment

Also, if vocational graduates perform better in the labor market this may reflect employers' prejudices for workers with certain credentials rather than the skills brought to the job. Finally, followup studies must be made a number of years after the students graduate in order to reach a judgment, but then the question arises: How much of the variation in performance is attributable to post-high school education or training? Despite these hazards, researchers have sought to find answers to guide educational policy.

Two tests may be applied to the types of jobs vocational graduates get. Do they get jobs in the fields for which they trained? And do they get jobs at skill levels consistent with their high school training? More research has been done on the first than the second question, although the latter may be more important.

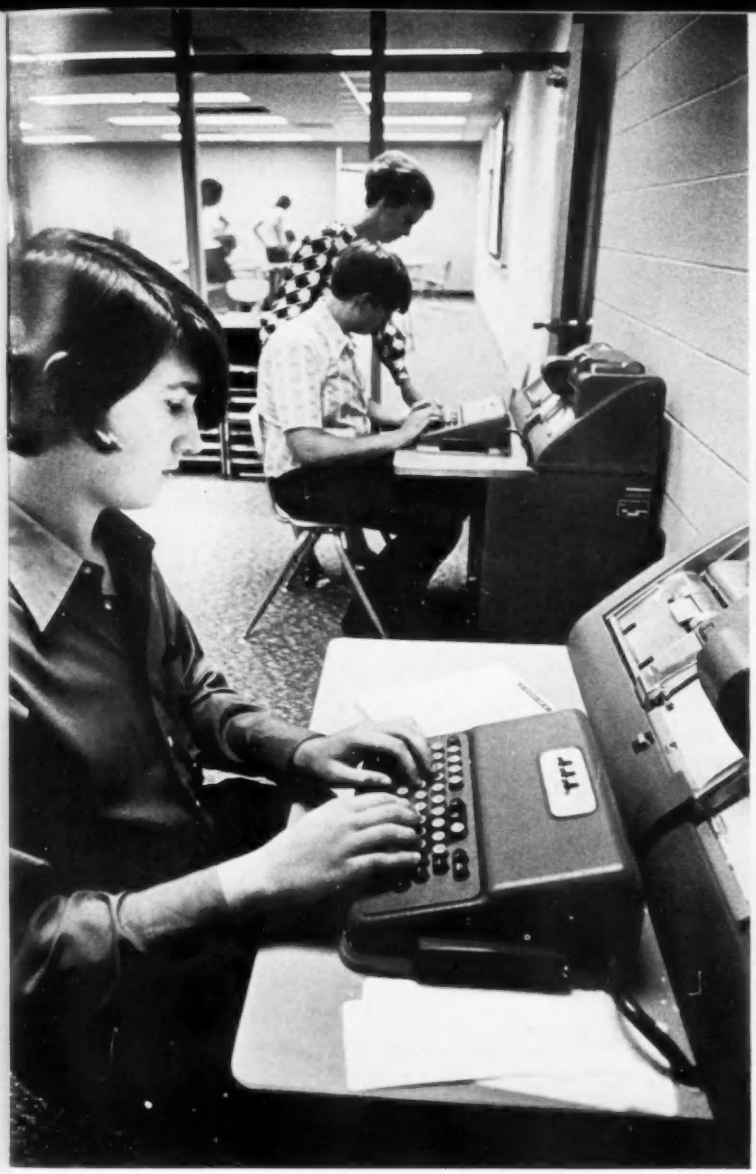
Official Office of Education records indicate that the vast majority of vocational graduates enter training-related jobs, while individual studies report lower percentages. An extensive analysis of training-relatedness by Gerald Somers of the University of Wisconsin, based on a national sample of 1966 vocational graduates, showed that just over half of the high school graduates took first jobs that were completely different or only slightly related to their field of training. The relationship between training and first job varied considerably among vocational programs. Health studies had the highest proportions of graduates in training-related jobs and agriculture the lowest.

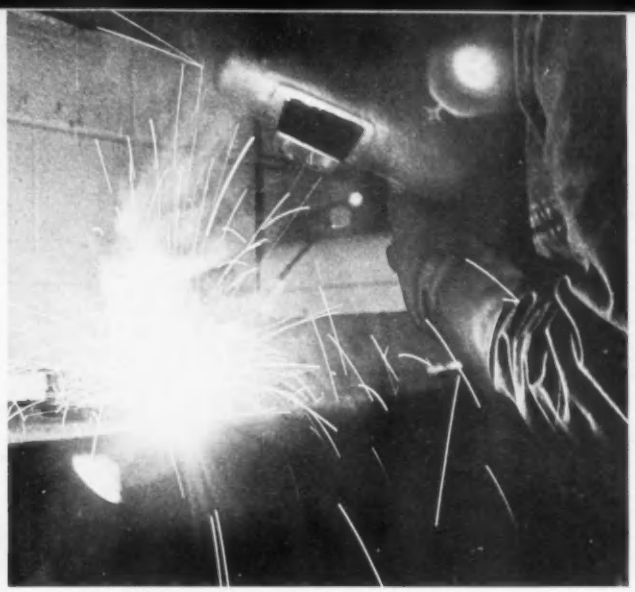
Enrollments in many high school vocational courses are so far in excess of the average number of job openings in these fields, Garth Mangum writes, that a regular oversupply would result if many enrollees did not drop out before graduation and many graduates did not take jobs outside their field of training. Other obstacles to establishing a high correlation between vocational studies and first jobs are the haphazard way local education agencies decide on course offerings, the inadequacy or inappropriateness of the skill training in certain programs, and the lack of local labor market information for good program planning.

Despite some findings, chiefly by Max Eninger, that training-related jobs are superior, the University of Wisconsin study concluded that "the particular program area was of little significance in the student's postgraduation employment and earnings. . . . The findings support the view that general training in vocational skills is to be preferred to specific training, that clusters of job skills in vocational training are to be preferred to single job skills."

The utility of high school vocational education also can be tested in terms of the skill level of jobs taken by graduates who go directly to work. If vocational education's greater cost per student compared with other high school education is to be justified, vocational graduates should obtain higher level entry jobs, advance more rapidly, and have higher earnings and greater job satisfaction than their peers who have not had vocational courses.

Few studies directly compare the entry jobs of vocational and other graduates on the basis of skill level. One survey in nine northeastern urban communities concluded that there was no significant difference among graduates of academic, general education, and vocational programs in broadly measured skill levels. However, the study found that vocational graduates tended to find jobs in manufacturing while graduates of the other two curricula gravitated





toward white-collar jobs. Several studies have examined only the jobs entered by vocational graduates. They reveal that a disquieting proportion of vocational graduates enter and remain in unskilled or semiskilled jobs requiring little or no prior training.

Many people consider the benefits of vocational education as synonymous with monetary advantage, expressed as differences in wage rates or earnings between vocational and other high school graduates entering the labor market full time. The most recent and significant study is by John Grasso and John Shea of the Center for Human Resource Research of the Ohio State University. Using a national sample of young males and a statistically controlled analysis, they find no significant advantage for vocational graduates either in starting wages or in increases in hourly wage rates over time.

Even studies which find an initial advantage for the high school vocational graduate also discover that the difference tends to disappear in 6 to 10 years. On balance, existing studies do not firmly establish an earnings advantage for high school vocational graduates over other graduates. A distinct earnings advantage accrues to graduates of junior or community college programs, compared with both high school and post-high school vocational graduates.

The most common finding has been that vocational graduates obtain their first jobs more quickly and, subsequently, experience fewer and briefer spells of unemployment than others with a high school education. But the evidence is by no means conclusive. Two institutional factors may favor vocational graduates over other students in their transition to full-time work. To a considerable extent, vocational graduates arrange for their first post-school jobs before school ends, often with the same employer for whom they have been working while in school. Cooperative education and other work-experience plans also foster prompt entry into jobs. A second factor is the greater placement assistance given vocational students by school placement services and teachers.

It often is assumed that those who enter jobs for which they were prepared are more satisfied and exhibit lower turnover rates than other people. To the extent that one can rely on individual opinions, high school vocational

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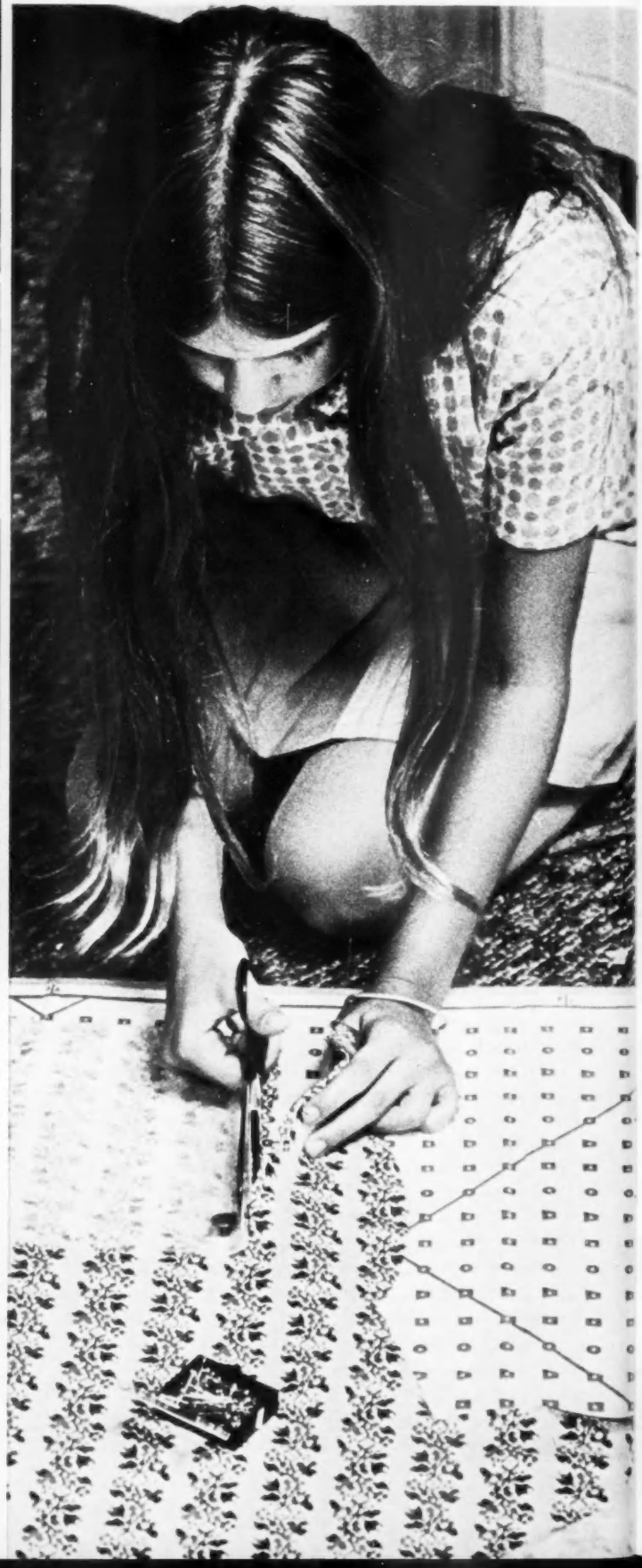

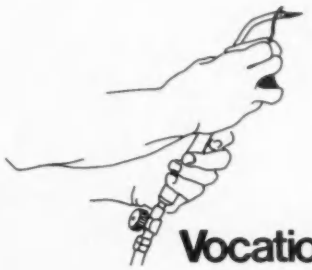

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education graduates seem to be somewhat more satisfied than other high school graduates, but one researcher reports that the differences are not statistically significant.

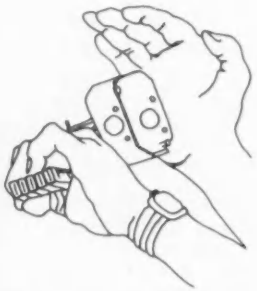
Vocational education has been endorsed as a way to prevent dropping out and its attendant problems. Studies are inconclusive about the extent to which vocational education serves this purpose for general curriculum students. Moreover, vocational education dropout rates seem to be higher than those of other high school programs, even when studies use controls for the ability and socioeconomic status of students. This may be due in part to inaccurate recordkeeping or an ability to obtain employment before graduation.

The fear that enrollment in high school vocational programs might deflect able students from the pursuit of higher education has lost much of its force in the last decade. As postsecondary technical-vocational courses mushroom, as community and junior colleges blanket the Nation, and as colleges adopt open admissions policies, vocational graduates are opting for more education almost as often as other high school graduates.

An analysis by the American Institutes for Research found that 22 percent of the boys and 13 percent of the girls who were seniors in vocational programs in 1960 went to college within 5 years of graduation. A national followup survey of 1966 vocational graduates showed that, within 3 years, more than half had taken some additional education and 30 percent had proceeded directly to further studies from high school. Those who had entered 2-year vocational courses in community or junior colleges showed a high propensity to transfer to 4-year colleges.

This trend toward further education for vocational graduates lends additional support to flexible vocational curricula which permit wide options for both jobs and study; the cluster approach to subject matter; a comprehensive school setting; and a heavy stress on academic subjects, including remedial work before higher education is entered.

New York City's experience accentuates this need. In 1970, the proportion of the city's vocational graduates who went directly to full-time, further study was 67 percent; it had been 13 percent only 7 years earlier. The high entrance rate—generated by New York's open admissions policy—has been accompanied by high dropout rates, often due to inadequate preparation in basic language and math skills. If vocational high school programs are to serve as feeders to further education, their curricula must be reassessed in this light.



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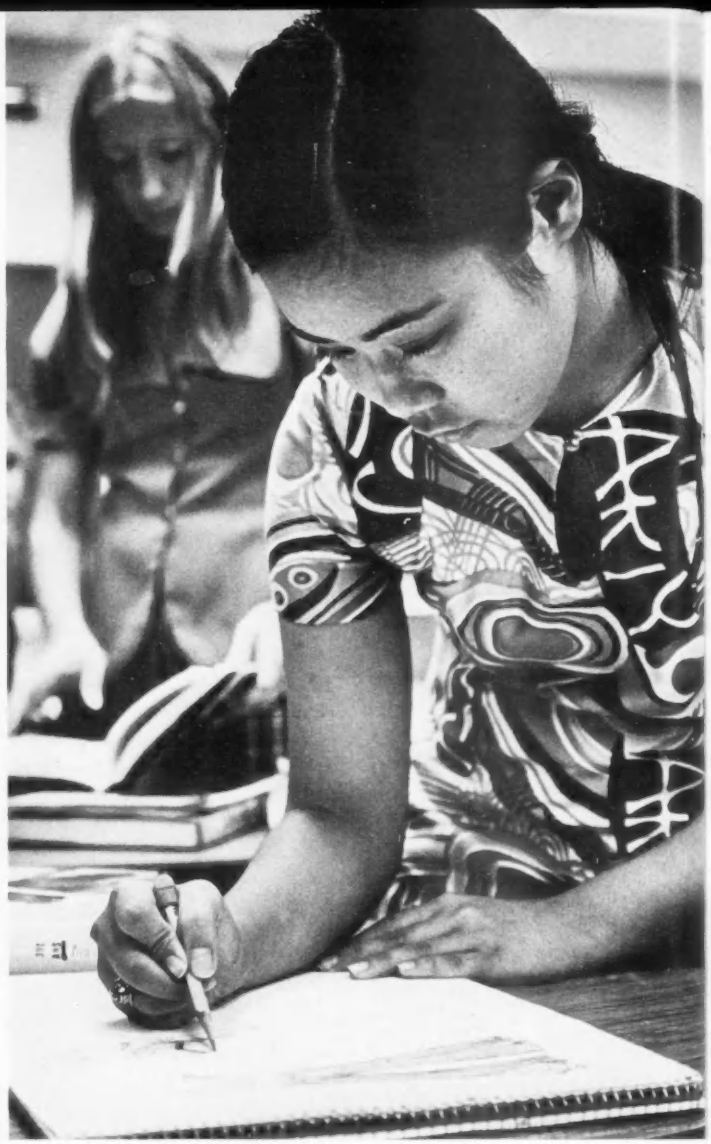
Potentially, cost-effectiveness and cost-benefit analyses could be the most useful tools for evaluating various educational and training systems and suggesting which educational investments to expand or contract. But there is a limited number of such studies, few of them national, and they are plagued by unresolved conceptual, methodological, and data problems as well. This situation led Ernst Stromsdorfer, an authority on cost-benefit analyses of education, to conclude: "It is thus still unclear, except at the most gross level of analysis, just what are the private and social costs and returns of vocational education." Stromsdorfer, in his analysis for the National Planning Association, has found that high school vocational education shows "a small effect on earnings" and "apparently yields positive returns to students." But other studies have more negative conclusions.

Community College Payoff Higher

Occupational skills which are acquired in community colleges pay off better than those obtained in high school. There is considerable evidence that both vocational and nonvocational high school graduates benefit from going on to community college occupational programs. The superior performance of community college graduates in the labor market may in part reflect differences in student ability and background which have not been controlled in studies. However, community college courses are more responsive than secondary school courses to the labor market, operate at a higher level, and are relatively scarce for occupations requiring postsecondary but less-than-college training. For those with options, postponement of vocational studies appears profitable.

Still, the case cannot be made for delaying all vocational education until community college. Too many high school students are not able or willing to go on to such a school. But the expectation of career educators that most high school students are ready to make a commitment to a definite career goes counter to what we know about occupational choice. The jobs taken by the vast majority of high school graduates and dropouts who go directly to work should not be confused with careers.

Our review of the large body of analytic studies of vocational education shows no conclusive advantage for it. The review fails to satisfy the heartfelt desire of a Wyoming vocational educator for "empirical evidence that will prove beyond a shadow of a doubt that our traditional occupational education programs are superior to the so-



called academic and general programs insofar as they relate to getting a job, finding a job, keeping a job, being promoted on the job, etc." On the contrary, it is difficult to make a case for expansion of high school vocational education courses, based on past performance.

Of course, these findings may be due in part to deficiencies in the programs and their students. Some courses, domestic science, for example, are avocational in content and utilization for most students. Vocational courses are offered for jobs—nurse aide is one—that require no prior skill training. Some vocational graduates do not absorb what they are taught, while others can type adequately but cannot spell or read at a seventh grade level. Still others can be employed only after an apprenticeship or other further training.

Vocational courses may be poorly designed for industry needs or not teach their prescribed syllabus. They may be ill suited to the local labor market or, in the case of rural schools, to the areas to which former students may move. Many employers prefer academic graduates and rate them higher, even for jobs requiring skills. Some courses offered

at the high school level lead to jobs only if postsecondary education is completed. Finally, graduates who can obtain only low-paid jobs in the field for which they trained may prefer unskilled jobs at higher pay.

Vocational education costs may be reduced and better results achieved through proposals to shift from individual high school programs to regional or area skill centers, eliminate or reduce less productive programs, adopt the cluster of skills approach, substitute industrial arts for more specific skill courses, rely more on work-experience and cooperative education arrangements, and make greater use of employer premises for practical training.

Still, reservations about expanding traditional vocational education persist on the basis of the difficulties of staffing, combatting vested interests, keeping courses technologically up to date, obtaining employer support, and making the total curriculum responsive to labor market trends. European vocational education is equally troubled by these problems. It appears that disadvantaged or minority youth might be better served by direct approaches, such as opening up apprenticeship or encouraging other employer training programs.

But the most telling argument against an expansion of traditional vocational education lies in the structure of demand for young workers. Advocates of career education and of expanded vocational education usually assume that there are large numbers of job vacancies for high school graduates with skills. They argue that the production of additional numbers in the right fields and places automatically will open up career ladders to those who might otherwise be unemployed or trapped in low-level jobs. But even a cursory examination of the labor market situation of youth suggests there is a limited demand for skilled high school graduates.

Bureau of Labor Statistics annual data for the years from 1959 through 1972 indicate that not more than 20 percent of all male high school graduates who went directly to work took first jobs that could be classified as potentially using school-acquired occupational skills. On the average, over half of the male graduates each year took jobs as laborers or operatives, jobs that at most require brief on-the-job training. Some 10 to 15 percent entered jobs for which academic studies were the prerequisite.

The data also show very little upward occupational mobility in the first years after high school graduation. It is only after being out of high school several years that young men make sizable shifts toward more skilled occupations. Age, work experience, additional on-the-job training, or further study gradually opens to some youth the positions that high school vocational education cannot obtain for most of its new graduates.

It may be possible to alter the nature of labor demand, but it will require an effort that is independent of measures which seek to improve the quality of the youth labor supply. Career education and vocational education advocates, like manpower program advocates of the 1960's, emphasize improving the supply of labor, but pay little attention to the demand side. Just as manpower programs in the 1970's have become sensitive to the quantity and quality of jobs, so vocational education must take a hard look at the job situation for those who do not go beyond high school.

Presumably, graduates who go directly to work and obtain no further training or education will be a diminishing part of the youth labor supply and a distinct minority. Along with high school dropouts, they will face competition for the better jobs from older and more experienced workers or better educated youth. Vocational graduates will be limited by the desire of some employers to do their own training, controlled entry to some occupations, and the limited entry and promotion possibilities in small firms, especially in the services. Forecasts of the educational requirements for new entrants to the labor force show a modest need for high school vocational graduates. Most of these young people will be restricted to the least desirable entry jobs with no skill requirements.

Importance of Work Attitudes Cited

As a result, basic literacy and good work attitudes may be more important for employment than occupational skills. An increasing number of employers already look for these qualities, rather than for traditional vocational skills. U. S. advocates of career education and the vocational amendments of 1968 have given the impression that occupational skills are inextricably bound to general instruction about, and orientation to, the world of work.

Most European countries, on the other hand, separate the two and find it possible to foster work orientation studies without offering specific vocational courses during compulsory education. In most European countries growing numbers of educators and businessmen argue for imparting a good general education rather than occupational skills during the years of compulsory schooling.

It is a myth to suggest that most American high school

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graduates who go directly to work could be placed on a real career ladder if only they had vocational education in high school. The American idea that it is good to give every youth occupational skills so that he or she can compete for a limited number of job openings is damaging to the large number who must fail in the competition and is wasteful of resources.

How does this conclusion bear on recommendations for altering the course offerings for the three separate groups of high school students: College preparatory (who compose about 50 percent of total enrollment), general (25 percent), and vocational (25 percent)?

It has been established that graduates of 4-year or 2-year colleges, as well as college dropouts, are at a disadvantage in the labor market if they have no occupational skills. But does it follow from this that all college-bound students should be given a marketable skill in high school? Career education advocates endorse the objective, but are vague on the means of accomplishing it.

Dropping of General Curriculum Urged

College-bound youth should have lowest priority for high school vocational education, considering their white-collar and professional orientation and their need to develop skills in language, mathematics, and analytical thinking. The academic program itself is occupational education for many. Clearly, substituting vocational subjects for academic courses could be detrimental to the occupational needs of many future college students.

Because community colleges and technical institutes have superior offerings and a greater variety of courses, and produce greater economic returns for their vocational graduates, it would seem advisable to facilitate the transition of youth—whether dropouts or graduates of high schools or colleges—to these schools rather than to attempt to give this training to all high school students. Academic students who do not go to college may still be better off to postpone occupational skill training until after high school graduation.

In all of the literature on education, not a kind word has been said about the general curriculum. It is recognized as a watered-down academic course which does not serve its students even passably well. The issue is whether an alternative high school curriculum, heavily vocational, can aid this group, which often includes large numbers of disadvantaged and minority students. The situation is not encouraging; there are doubts whether basic literacy, let alone occupational skills, can be instilled in school.

The general curriculum should be abolished. Some of its students might be directed to classroom vocational education, but the majority should go into work-study and cooperative education programs. Under work-study, the school helps the student to get a part-time job, but not necessarily one in a training situation or that will develop a skill. In cooperative education, work and study are related.

The least able high school students are best suited to work-study. It may encourage them to remain in school, ease their transition to full-time work, and help them make a realistic adjustment to the unfavorable labor market situation they face. If there are too few work-study openings, in-school jobs can be created or the schools can subcontract with employers for certain kinds of work. Federally financed job creation may be necessary.

Cooperative education, although greatly expanded, had only 290,000 participants in 1970, a small fraction of all vocational education students. A desirable goal for cooperative education might be 50 percent of all high school vocational and general curriculum students. To open up jobs, nonprofit and public employers as well as private businesses should be canvassed. Child labor law revisions, the cooperation of trade unions, and massive job creation are required to implement a large-scale program.

As for the vocational student body, consideration must be given to the growing number of vocational students who enter college. These students might find it easier if their high school studies were more heavily academic, or at least remedial in basic language and math skills. The idea of teaching high school academic subjects through vocational courses should be widely tested.

The least able students in vocational courses tend to enter unskilled or semiskilled jobs and might profit from greater emphasis on basic communication skills and work attitudes. Also, they should be diverted from specific skills courses into cooperative education or work-study programs.

Traditional vocational education, reorganized in cluster courses, should permit direct entry into employment above the unskilled or semiskilled levels. Nationally, office and business programs appear to be particularly suitable at the high school level, but several other fields, such as dental assistant or technician, also warrant expansion. Total enrollments should roughly match the number of local job opportunities, taking account of all sources of labor and the dropout rates of vocational students. □

Words & Figures

Insured Unemployment

An average of 216,000 fewer workers drew weekly unemployment insurance benefits under regular State unemployment insurance programs in 1973 than in the previous year. Average weekly insured unemployment in 1973 was 1,632,000, the lowest since 1969 when State unemployment insurance claims ran at 1,100,000 weekly. In 1973 there was a 2.7 percent unemployment rate for workers covered by State unemployment insurance programs. A year earlier the rate was 3.5 percent and in 1969 it was 2.1 percent.

Benefits paid to claimants under regular State programs totaled slightly over $4 billion in 1973, down $463 million from the previous year and almost $1 billion below the amount paid to unemployed workers in 1971. The $5 billion paid out in unemployment insurance claims in 1971 was a record.

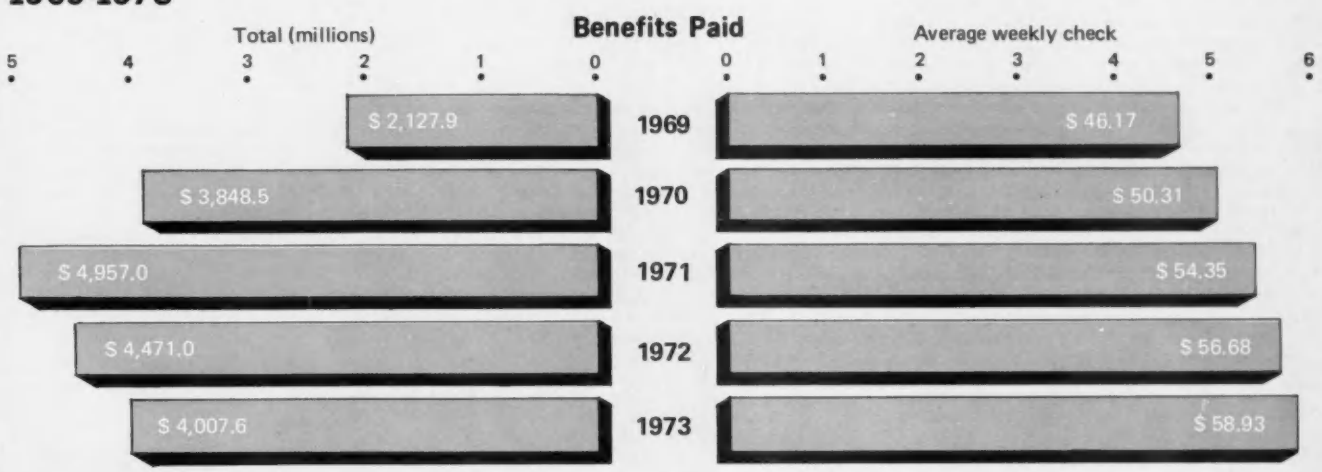
While the aggregate amount declined in the last 2 years, the average weekly unemployment check has been rising. The average check in 1973 for claimants totally unemployed under regular State programs was a record high, $58.93, compared with $56.68 in 1972 and $54.35 in 1971. Over the last 5 years (1969–73) the average weekly benefit amount has increased 28 percent from $46.17 to $58.93.

In the first three quarters of 1973 the insured unemployment rate declined slightly. Then it started to inch higher as the impact of the energy shortage began to be felt. In December, for the first time during the year, the weekly average for the month of the number of insured unemployed exceeded that of the same month in the previous year.

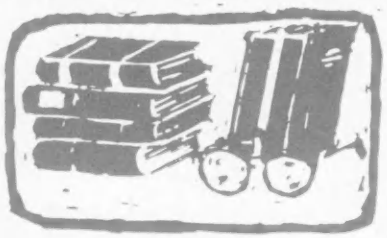
This upward trend in insured unemployment continued into the first quarter of 1974, when average weekly insured unemployment was 2,564,000 compared with 2,028,000 in the same quarter a year earlier. The amount paid out in benefits in the first quarter of this year was estimated at $1.7 billion, an increase of 26 percent over the same period a year earlier.

The above figures, as indicated, relate only to experience under the regular State unemployment insurance programs. In addition to these programs, unemployment insurance benefits were paid during these 3 years to Federal employees and to ex-servicemen, and extended benefits were paid to some workers who exhausted regular benefits. In 1972, a Federal program of Emergency Unemployment Compensation provided added weeks of benefits in 19 States. As a consequence, total unemployment insurance benefit payments under all programs amount to $6 billion in 1971 and in 1972, and about $4.5 billion in 1973.

Insured Unemployment Trends - Regular State Programs 1969-1973



Book Reviews



From 'In to Out'

The Modern Employment Function

by Donald H. Sweet

Addison-Wesley, Reading, Mass., 1973. 282 pages, $10.95.

Donald Sweet, director of employment for the Celanese Corporation, has written the definitive text on employment of professional employees and the modern means by which that not-so-easy task can be accomplished. Based on his 20-plus years of experience in the field and the input of many of his friends in the profession, this new book covers employment from "in to out," from setting employment objectives to sources to hiring to out-placement. While the book is most usable as a standard handbook for employment specialists, any manager who wants to learn more about the critical process of adding people to his work force can benefit from studying this excellent and readable text.

Sweet states that his primary aim for the book is "to suggest approaches and concepts that will increase the chances of success for any employment function, whether it be a full-fledged corporate employment department, or one responsibility in the spectrum of an individual personnel manager." In 10 logical chapters and 282 idea-filled pages, he does an admirable job of meeting that goal.

As a backdrop influencing the employment process, Sweet describes the dramatic and continuing changes occurring in the white-collar work force. He describes changes in technology, civil rights legislation, minority and female employee expectations, and college students' attitudes toward business. The employment department should adapt to these changes, Sweet says, without losing sight of its responsibility to select people able to get the basic job done effectively.

In a well-thought-out section on the relative roles of the employment department and its line department "users," the book describes in detail what each should do or get done. Included are suggested policies and procedures on employment; internal search; recruitment from customers, competitors, and suppliers; advertising; employment agencies; search firms; equal employment opportunity; and employee relocation. This section of the book will likely become dog-eared from use in the hands of the typical employment manager seeking ideas for "professionalizing" his department.

Particularly during the full-bore growth periods of the past, some employment departments have come under criticism for their ability to create ever-new ways of over-running budgets while under-shooting performance targets. Sweet comes on strong for the employment department serving as a performance model. "The employment function needs to establish a businesslike credibility," Sweet says, and "it must budget within budget and it must audit (itself) each month."

The book contains particularly strong chapters on finding new employment sources, on tuning department practices to equal employment opportunity requirements, and on establishing the modern university relations function. Incidentally, university relations as described by Sweet is a far cry from what used to be called "college recruiting."

Sweet does not shy away from the nitty-gritty of the employment process. Rather, in a systematic way, he recommends practical, time-saving means to handle job interviews, correspondence, form letters, reference checks, records, campus interviews, equal employment opportunity and other reports, hiring decisions, and the relocation process.

As a possible surprise to some, the last chapter of the book covers outplacement, a function somewhat opposite employment, but one increasingly the responsibility of the modern employment department. Once again, this chapter covers the subject succinctly.

Paul R. Elsen

Generosity But Not Waste

Old Wars Remain Unfinished: The Veterans Benefits System

by Sar A. Levitan and Karen Cleary

Johns Hopkins University Press, Baltimore, 1973 190 pages, $10.

There are 29 million living veterans in the United States. Forty percent of all adult American males are veterans. Veterans, survivors of veterans, and dependents of veterans comprise 47 percent of the population.

Not only are these figures large from the standpoint of current demography, they are impressive from a historical aspect as well—two-thirds of all Americans who ever fought a war are living today. Thus, veterans' programs, always important to Americans from humanitarian and patriotic views, have a statistical impact they never had before.

Old Wars Remain Unfinished is a comprehensive study of veterans' programs—those for all veterans; the special provisions for those with disabilities stemming from their military service; and the help that is available to those disabled later in life from causes unrelated to military service but who can still call for special government assistance because they are veterans.

The Nation requires an agency that dwarfs most other departments of Government to administer the civilian programs that are the yield of war. The Veterans Administration (VA), a $14 billion a year, 200,000 employee organization, is still paying pensions to Civil War widows and orphans. It can thus be calculated that VA's part in the Vietnam War will stretch more than a century into the future.

The book deals mainly with VA programs, examines their history, and looks to the years of more care and larger payments that lie ahead.

Levitan and Cleary see VA income support and medical care programs for veterans who were not injured in service as paralleling benefits provided by Government to nonveterans—public assistance and medicare, among others—and say the Nation operates a dual welfare system. While association of the word "welfare" with help for those who have served their country in uniform is anathema to veterans' organizations, and while lack of such association has enabled many citizens to accept veterans' benefits without loss of self-esteem, the fact that assistance is offered on two levels is bound to get more attention as programs proliferate for both veterans and nonveterans.

The book points out that assistance to veterans has been available in some form throughout American history while benefits to nonveterans date mainly from the New Deal. It explains the difference in help given veterans with service-connected disabilities and those without, and generally scores VA high for the way its help is administered.

GI bill training provides great opportunity for veterans, the authors say, but they voice the belief that provisions of the law are loaded in favor of those going to college.

Considerable attention is given to the occupational training that is available to veterans, through both VA programs and those of other agencies where veterans get priority. This is appropriate because training is what young veterans need most to help them get good jobs. Moreover, this training could make the income maintenance programs of VA less important later when Vietnam veterans begin to reach the age World War I veterans are today.

The magnitude of what the Nation does for its veterans may be a revelation to some readers of the book. They might be surprised to know that there are other major activities not dealt with, omission of which is not important to the book and does not detract from a worthwhile work by authors who show both comprehensive knowledge and interesting perspective.

The book is both questioning and critical, which is good. It is also a tribute to the American Government and the American taxpayer who, the authors say, have established for their veterans a system that, while faulty in some respects, provides what might be termed the "most generous help short of waste."

That's a nice thing to say about any government activity.

Field McChesney

The Reviewers

Paul Elsen is director of human resources for Honeywell, Inc.

Field McChesney is a member of the Veterans Administration information staff.

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Publications

Following is a selected list of publications on manpower and related matters. Single copies of Manpower Administration publications for which no price is indicated can be obtained free by writing or telephoning the Inquiries Division, Manpower Administration, U.S. Department of Labor, Room 10225, 6th and D Sts. NW., Washington, D.C. 20213. Requests for copies of other free publications listed should be sent directly to the source indicated at the following addresses: Bureau of Labor Statistics, U.S. Department of Labor, Washington, D.C. 20212; President's Committee on Employment of the Handicapped, U.S. Department of Labor, Washington, D.C. 20212. Please enclose a self-addressed label with all requests for free publications. For publications not available free, write the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402, and enclose payment.

Manpower

Monthly magazine of the Manpower Administration. Covers broad spectrum of programs and developments in job training and employment, including efforts to aid the disadvantaged, upgrading, vocational education, research, and hiring of the physically and mentally handicapped. Single copy $1.30; annual subscription $15.30, foreign mailing $19.15.

Performance

Monthly magazine of the President's Committee on Employment of the Handicapped. Covers progress in nationwide program to provide employment opportunities for all handicapped workers, new promotional and educational ideas and activities for the handicapped, and latest developments in rehabilitation and placement.

1974 Manpower Report of the President

A 387-page report prepared by the Manpower Administration combines in a single volume the Department of Labor's annual review of manpower requirements, resources, utilization, and training; the Department of Health, Education, and Welfare's annual report on manpower education and training programs; and the annual report on the Public Employment Program. Discusses the 1973 employment and unemployment record, manpower program developments, features of the new Comprehensive Employment and Training Act, internal migration among the Nation's regions, changing patterns of occupational opportunity, and new directions in the Work Incentive Program. Includes an extensive statistical appendix. $3.85.

Employment and Earnings, States and Areas, 1939–72

Bureau of Labor Statistics 11th comprehensive historical reference volume of State and area employment and earnings statistics presents detailed industry data on 227 major labor areas. Groups together information available under the Current Employment Statistics Program for a State or area. Sections containing graphic and summary tabular material precede the main body of statistics. Specify BLS Bulletin 1370–10. $5.95.

Monthly Labor Review

Monthly Bureau of Labor Statistics research journal in economics and the social sciences, publishes analytical articles and current data on prices, wages, and productivity; employment and unemployment; and hours and earnings. Also reports on important developments in industrial relations, significant court decisions, union conventions, and labor developments abroad. Includes statistics section and book review department. Single copy $1.40; annual subscription $16.25, foreign mailing $20.35.

Occupational Outlook Handbook, 1974–75 Edition

Bureau of Labor Statistics 884-page encyclopedia of employment information, especially useful for students, counselors, educators, and parents, provides up-to-date facts about the nature of work in more than 800 occupations and 30 major industries, including current employment, job prospects, education and training requirements, and earnings. For the first time occupations are organized by related activities. Also includes expanded earnings information, additional information on job characteristics as they relate to young people's interests and abilities, and an extensively revised guide on how to use the "Handbook" for career guidance. Specify BLS Bulletin 1785. $6.85.

Job Safety & Health

Monthly magazine published by Occupational Safety and Health Administration. Covers developments in industrial safety, with special reference to activities of States and Federal agencies. Single copy 80 cents; annual subscription $9.05, foreign mailing $11.35.

Employment and Wages

Bureau of Labor Statistics quarterly with statistics on employment and wages of workers covered by State unemployment insurance laws and of Federal workers covered by unemployment compensation.

Employment and Earnings

Monthly publication of Bureau of Labor Statistics giving current national statistics on labor force, employment, unemployment, hours, earnings, job vacancies, and labor turnover; State and area statistics on employment by major industry division; and hours, earnings, and labor turnover for manufacturing. Data presented in summary, charts, and tables. Single copy $2.35; annual subscription $28.10, foreign mailing $35.15.

Occupational Outlook Quarterly

Illustrated periodical written in nontechnical language published four times during the school year by the Bureau of Labor Statistics for counselors, teachers, educators, parents, and others who work with young people; students; and people interested in finding or changing jobs. Reports on emerging jobs, educational and training opportunities, salary trends, and the effects of changing technology on jobs. Supplements and brings up to date information in the biennial *Occupational Outlook Handbook*. Sources of free or inexpensive career and manpower publications are also listed. Single copy $1.15; annual subscription $4.30, foreign mailing $5.40.

Unemployment Insurance Statistics

Monthly Manpower Administration report provides data from the 50 States, the District of Columbia, Puerto Rico, and the Virgin Islands on benefit payment activities, employer contributions, appeals decisions, and disqualifications by issues; for selected industries and major occupational groups; and by claimant's age, sex, and duration of unemployment.

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A Fighting Chance is a film about a blinded Vietnam veteran who wants an opportunity to prove that he can once again earn his keep as a disc jockey. The movie is fiction; the problem is real. There's more on the film and on blind workers beginning on page 14 in this issue of MANPOWER.